



International  
Labour  
Organization



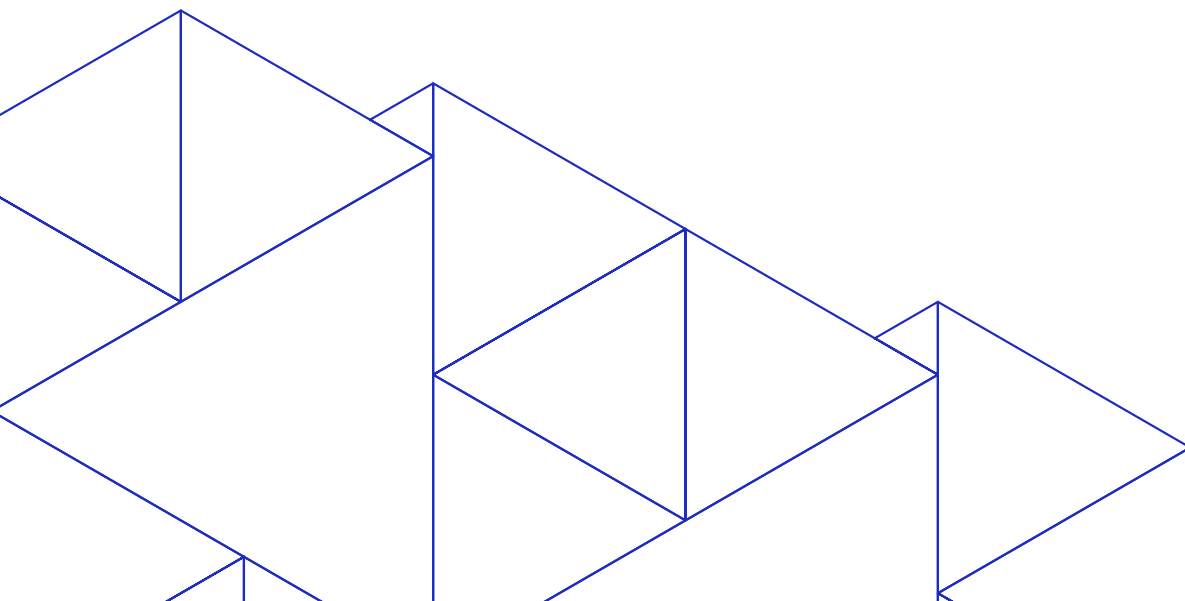
# ▶ Decent Work Country Programme for Pakistan (2023-27)







▶ **Decent Work  
Country Programme for  
Pakistan (2023-27)**



## Memorandum of Understanding

### Decent Work Country Programme for Pakistan (2023–27) (DWCP IV)

Whereas the Government of Islamic Republic of Pakistan, the undersigned workers' and employers' organizations, and the International Labour Organization (ILO), referred to as the International Labour Office (referred to collectively as the Parties), wish to collaborate in order to promote and advance decent work in Pakistan;

Whereas the DWCP IV continues support provided under the DWCP I (2006–2009) which was signed by representatives of the Government of Pakistan, employers' and workers' organizations, and the ILO Pakistan Country Office Director on 7 September 2005, the DWCP II (2010–2015) in August 2012, and the DWCP III (2016–2022) signed on 26 May 2016, subsequently;

Recalling the Convention on the Privileges and Immunities of the Specialized Agencies, which Pakistan undertook to apply in respect of the ILO on 15 September 1961 and the Revised Standard Agreement concerning technical assistance between the United Nations, the International Labour Organization [and other international organizations] and the Government of Pakistan, signed on 2 July 1956 and amended on 9 January 1965;

Now therefore, the Parties hereby agree as follows:

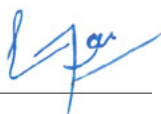
1. The Parties reaffirm their commitment to collaborate on the implementation of the Decent Work Country Programme IV (2023–27) which has the following priorities:
  - a. **Promoting decent work at the core of Pakistan's economic recovery and response to climate change, natural disasters and crises.**
  - b. **Promoting social protection coverage for all**
  - c. **Strengthening application of international labour standards (ILS), fundamental principles and rights at work (FPRW), and harmonious industrial relations, including through enhanced social dialogue.**
  - d. **Promoting workplaces which are safe, healthy, gender-responsive, and free of violence and harassment.**
2. The ILO agrees to assist in the mobilization of resources and to provide technical cooperation in the implementation of the DWCP, subject to its rules, regulations, directives and procedures, the availability of funds, and conditions to be agreed upon in writing.
3. This Memorandum of Understanding (MoU) may be modified by agreement between the Parties.

Nothing in or relating to this MoU shall be construed as constituting waiver of the privileges and immunities enjoyed by the ILO.

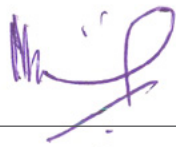
The DWCP document is attached to this MoU. In the event that the terms contained in the DWCP document are incompatible with the terms of this MoU, then the latter shall govern and prevail.

This original version of the MoU has been written and signed in English. If this MoU is translated into another language, the English version shall govern and prevail.

This MoU, suspending all communication on this matter between the Parties, shall enter into force with effect from its signature by the authorized representatives of the Parties on 4 May 2023.



**Mr Zulfiqar Haider**  
for and on behalf of the  
Government of Pakistan



**Mr Zaki Ahmed Khan**  
for and on behalf of the  
Employers' Organizations



**Mr Zahoor Awan**  
for and on behalf of the  
Workers' Organizations



**Mr Geir T. Tonstol**  
for and on behalf of  
the ILO

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# Acronyms

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<b>BISP</b>	Benazir Income Support Programme
<b>CCA</b>	Common Country Analysis
<b>CEACR</b>	Committee of the Application of Conventions and Recommendations
<b>CEDAW</b>	Convention of the Elimination of All Forms of Discrimination Against Women
<b>CO</b>	country office
<b>CRI</b>	Global Climate Risk Index
<b>CSR</b>	corporate social responsibility
<b>DSC</b>	DWCP Steering Committee
<b>DVC</b>	District Vigilance Committee
<b>DWCP</b>	Decent Work Country Programme
<b>EFP</b>	Employers' Federation of Pakistan
<b>EU</b>	European Union
<b>FOA</b>	freedom of association
<b>FPRW</b>	fundamental principles and rights at work
<b>FTCC</b>	Federal Tripartite Consultative Council
<b>GDP</b>	gross domestic product
<b>GSP</b>	Generalised Scheme of Preferences of the European Union
<b>ICT</b>	information and communication technology
<b>ILES</b>	International Labour and Environmental Standards
<b>ILS</b>	international labour standards
<b>LNOB</b>	leave no one behind
<b>MOPHRD</b>	Ministry of Overseas Pakistanis and Human Resource Development
<b>MSME</b>	micro, small and medium-sized enterprise
<b>MWB</b>	Minimum Wage Board
<b>NIRC</b>	National Industrial Relations Commission
<b>NLPF</b>	National Labour Protection Framework
<b>OSH</b>	occupational safety and health
<b>P&amp;B</b>	programme and budget
<b>PTCC</b>	Provincial Tripartite Consultative Committee
<b>ROAP</b>	Regional Office for Asia and the Pacific

<b>PWF</b>	Pakistan Workers' Federation
<b>RPL</b>	recognition of prior learning
<b>SDGs</b>	Sustainable Development Goals
<b>SME</b>	small and medium-sized enterprise
<b>SRM TWG</b>	Standards Review Mechanism Tripartite Working Group
<b>TVET</b>	technical and vocational education and training
<b>UN</b>	United Nations
<b>UNCT</b>	UN Country Team
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework 2023–27
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women





# Decent Work Country Programme (DWCP) 2023–27 at a glance

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Increasing access to decent and productive work for women and men in Pakistan through:



1

Promoting decent work at the core of Pakistan’s economic recovery and development, including the response to climate change, natural disasters and crises



2

Promoting social protection coverage for all



3

Strengthening the application of international labour standards (ILS), fundamental principles and rights at work (FPRW), and harmonious industrial relations, including through enhanced social dialogue



4

Promoting a world of work which is safe, healthy, gender-responsive and free of violence and harassment

## Addressing decent work challenges in Pakistan

A number of decent work-related challenges underpin the DWCP’s priorities and outcomes (see the section below on ‘Country progress towards decent work and sustainable development’). These challenges are evident across all sectors of Pakistan’s economy, both formal and informal, and include systemic violations of international labour standards (ILS), including fundamental principles and rights at work (FPRW), and freedom of association (FOA). They also include high levels of informal<sup>1</sup> and vulnerable work, limited or no access to social protection – particularly for informal women and men workers – extensive occupational safety and health (OSH) deficits, pervasive gender inequality at all levels and discrimination against vulnerable groups, low wages, the non-payment of minimum wages and an absence of gender pay equity, excessive working hours, violence and harassment in the world of work – including gender-based violence – and a lack of safety and protection in public spaces, particularly to and from work.

### ►DWCP goal, priorities, outcomes and outputs

<b>DWCP Goal</b>	<b>Increased access to decent and productive work for women and men in Pakistan.</b>
<b>DWCP Priority 1</b>	<b>Promoting decent work at the core of Pakistan’s economic recovery and development, including the response to climate change, natural disasters and crises.</b>
<b>DWCP Outcome 1.1</b>	<b>By 2027, the Government of Pakistan and social partners have put in place broad-based, job-rich, equitable, green and gender- and disability-responsive economic recovery policies and measures to ensure decent work opportunities for all, especially those most affected by the impacts of crises and traditionally left behind.</b> <i>(Adapted from UNSDCF outcome 4.)</i>
<b>DWCP Outputs</b>	<b>Output 1.1.1.</b> Gender- and disability-responsive, equitable, green, employment-intensive and crisis-resilient <b>employment policies, strategies and programmes</b> are adopted through social dialogue and implemented to (i) promote and create decent employment, (ii) promote the formalization of the economy in line with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), (iii) contribute to national and local crisis responses in line with the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and (iv) facilitate effective labour market transitions, particularly for women, informal workers, youth, migrant workers and vulnerable groups. <i>(Adapted from UNSDCF outputs 4.2 and 4.3.)</i>

<b>DWCP Outputs (continued)</b>	<p><b>Output 1.1.2.</b> Gender- and disability-responsive policies, laws, regulations and programmes are adopted, amended and implemented to address the <b>impacts of climate change in the world of work</b> and to promote environmental sustainability in Pakistan.</p> <p><i>(Linked to UNSDCF output 3.1.)</i></p>
	<p><b>Output 1.1.3.</b> Women and girls, especially those most vulnerable and marginalized, benefit from a rights-based, gender-responsive enabling environment that increases <b>women’s participation in the labour market</b>, promotes gender equality and women’s economic empowerment, and strengthens women’s active participation, representation and voice in, and ability to benefit from, the world of work.</p> <p><i>(Adapted from UNSDCF outputs 2.5 and 4.5.)</i></p>
	<p><b>Output 1.1.4.</b> The capacities, competencies, productivity and employability of Pakistan’s human resources are increased through the provision of <b>gender- and disability-responsive and market-led skills and lifelong learning</b>, including through public-private partnerships and entrepreneurship development.</p> <p><i>(Adapted from UNSDCF outputs 4.4 and 1.4.)</i></p>
	<p><b>Output 1.1.5. Wage policies, including minimum wage policies,</b> are revised and applied to (i) extend coverage to currently excluded wage earners, (ii) ensure evidence-based minimum wage-setting systems, and (iii) address gender pay gaps.</p>
	<p><b>Output 1.1.6.</b> The collection, analysis and dissemination of <b>sex- and disability-disaggregated labour market data</b> is improved and expanded as a basis for employment policy development, skills anticipation, the design of technical and vocational education and training (TVET) and the delivery of public employment services.</p>
<b>DWCP Priority 2</b>	<b>Promoting social protection coverage for all.</b>
<b>DWCP Outcome 2.1</b>	<p><b>By 2027, improved gender- and disability-responsive federal and provincial policy, legal and strategic frameworks are in place and mutually aligned to progressively develop universal social protection in Pakistan, in line with ILO Recommendation No. 202 and Convention No. 102.</b></p> <p><i>(Adapted from UNSDCF outcome 1.)</i></p>
<b>DWCP Outputs</b>	<p><b>Output 2.1.1.</b> Increased effectiveness and quality of <b>existing social protection schemes.</b></p>
	<p><b>Output 2.1.2.</b> Expanded, gender- and disability-responsive, equitable and sustainable <b>coverage by Pakistan’s social protection system</b> of excluded and vulnerable groups.</p>

<b>DWCP Priority 3</b>	<b>Strengthening the application of international labour standards (ILS), fundamental principles and rights at work (FPRW), and harmonious industrial relations, including through enhanced social dialogue.<sup>2</sup></b>
<b>DWCP Outcome 3.1</b>	<b>By 2027, the Government of Pakistan and social partners have put in place an enhanced enabling environment to increase access to fundamental principles and rights at work, and labour rights.</b> <i>(Linked to UNSDCF outcomes 4 and 5.)</i>
<b>DWCP Outputs</b>	<b>Output 3.1.1. Increased ratification of, and strengthened reporting on, international labour standards.</b> <i>(Linked to UNSDCF output 4.6.)</i>
	<b>Output 3.1.2. Increased capacities and effectiveness of national and provincial institutions and processes of labour market governance, including through labour law reforms.</b>
	<b>Output 3.1.3. Enhanced application of, and compliance with, international labour standards, in line with recommendations of the ILO’s supervisory bodies through strengthened (i) labour inspection for improved compliance with labour legislation, and (ii) labour dispute resolution mechanisms and procedures.</b>
	<b>Output 3.1.4. New and strengthened gender- and disability-responsive and harmonized policies, strategies and plans are in place to implement international and national commitments to eliminate (in particular) the worst forms of child labour, including child domestic labour, and forced labour.</b>
	<b>Output 3.1.5. Federal and provincial tripartite and bipartite social dialogue mechanisms and processes function effectively to support social and economic development, supported by increased constituent capacities.</b>
<b>DWCP Priority 4</b>	<b>Promoting a world of work which is safe, healthy, gender- and disability-responsive, and free of violence and harassment.</b>
<b>DWCP Outcome 4.1</b>	<b>By 2027, the Government of Pakistan and social partners have adopted and implemented new or strengthened gender- and disability-responsive policies, laws and measures to improve occupational safety and health (OSH), and promote a violence and harassment-free world of work.</b>
<b>DWCP Outputs</b>	<b>Output 4.1.1. Improved gender- and disability-responsive provincial policies, laws, systems, programmes and capacities to address OSH deficits in the workplace.</b>
	<b>Output 4.1.2. Reduced violence and harassment in the world of work is achieved through promoting and facilitating (i) women’s economic empowerment, (ii) increased women’s representation and voice in the world of work, and (iii) strengthened awareness and relevant capacities of national and provincial institutions, employers’ and workers’ organizations and individual companies.</b> <i>(Adapted from UNSDCF output 4.5.)</i>

<sup>2</sup> The ILO’s five fundamental principles and rights at work are: (1) freedom of association and the effective recognition of the right to collective bargaining, (2) the elimination of all forms of forced or compulsory labour, (3) the effective abolition of child labour, (4) the elimination of discrimination in respect of employment and occupation, and (5) a safe and healthy working environment.

<p><b>DWCP Outputs (continued)</b></p>	<p><b>Output 4.1.3.</b> Strengthened gender- and disability-responsive policies and programmes provide for <b>safe and violence-free working conditions for migrant workers</b> through fair recruitment, safe and orderly migration, and socio-economic reintegration.</p>
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► **Box 1. ILO constituents in Pakistan**

**The Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD):**

The 18th Amendment to the Constitution of Pakistan in 2010 decentralized labour administration from the federal to the provincial level, including responsibility for legislating and the administration of labour laws, which already lay with the provinces. Under the Ministry of Overseas Pakistanis and Human Resource Development, the Federal Government retains responsibility for administering the Employees’ Old-Age Benefits Institution (EOBI) and the Workers’ Welfare Fund (WWF). The ministry also remains responsible for reporting to the Committee of Experts on the Application of Conventions (CEACR) on Pakistan’s progress on the application of international labour standards. The ministry has several associated departments, including the National Industrial Relations Commission Islamabad, the Bureau of Emigration and Overseas Employment, and the Directorate of Workers’ Education.\*

**The Employers’ Federation of Pakistan (EFP):** The federation is the most representative body of employers in Pakistan in matters of advocacy and social dialogue on industrial relations, social compliance and economic governance. It aims to provide business leadership for sustainable socio-economic development with a triple bottom line impact. The federation is managed by a Board of Directors comprised of 20 elected members from across Pakistan.

**The Pakistan Workers’ Federation (PWF):** In September 2005, Pakistan’s three pre-eminent workers’ organizations – the All Pakistan Federation of Trade Unions (APFTU), the All Pakistan Federation of Labour (APFOL) and the Pakistan National Federation of Trade Unions (PNFTU) – merged to form the Pakistan Workers’ Federation, which represents workers from across all sections of society in both the formal and informal economy. The federation is also an affiliate of the International Trade Union Confederation (ITUC) and, as of 2022, was represented on the ITUC’s Executive Council.

Note: \* More information is available on the ministry’s website, <https://www.ophrd.gov.pk>.



# 1 Introduction

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The International Labour Organization’s (ILO) **Decent Work Country Programme for Pakistan (2023–27) (DWCP or DWCP IV)** is the fourth developed for the country since 2006. It is an integral part of the wider United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023–2027 in Pakistan, which supports the country’s achievement of its national development objectives and the Sustainable Development Goals (SDGs).

As a time-bound cooperation framework for the ILO Country Office and tripartite constituents in Pakistan, as well as other national and provincial partners, the DWCP provides the ILO’s primary basis of accountability and guidance for cooperation at the country level to achieve the shared goal of decent work for all. In particular, the DWCP for Pakistan reflects the shared priorities of the ILO Country Office and tripartite constituents in Pakistan – the Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD)<sup>3</sup> and the most representative organizations of employers and workers in the country.<sup>4</sup> In implementing the DWCP, the ILO will draw on its distinctive global normative decent work mandate. This centres on the promotion of social justice, international labour standards and social dialogue, its unique tripartite base, and its decent work expertise, in order to promote decent work for all in Pakistan.

The ILO’s four pillars of decent work provide the foundations of the DWCP. These are promoting jobs and enterprise, guaranteeing rights at work, extending social protection, and promoting social dialogue, alongside gender equality and leaving no one behind as cross-cutting commitments. These pillars are crucial to advancing the entire sustainable development agenda in Pakistan. The DWCP is fully aligned to, and designed to support the implementation of, decent work-related elements of Pakistan’s national development framework, Vision 2025 (2014–2025), particularly Pillar II (Achieving Sustained, Indigenous and Inclusive Growth) and Pillar V (Private Sector and Entrepreneurship-Led Growth), as well all relevant federal and provincial policies, strategies, plans and programmes.

With respect to the ILO’s global policy frameworks, the DWCP aligns with the three pillars of the ILO Centenary Declaration for the Future of Work (2019),<sup>5</sup> the ILO global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient (2021), the ILO Declaration on Social Justice for a Fair Globalization (2008),<sup>6</sup> the ILO Strategic Plan 2022–2025, and the Singapore Statement adopted by the 17th Asia and the Pacific Regional Meeting in Singapore on 6–9 December 2022. The latter includes an agreement by governments and social partners across the broader region to engage in consultations towards the development of the

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<sup>3</sup> The ILO’s government focal points at the federal and provincial levels are: the Federal Minister of Overseas Pakistanis and Human Resource Development; the Secretary, Department of Labour and Human Resources, Government of Punjab; the Secretary, Department of Labour and Human Resources, Government of Sindh; the Secretary, Department of Labour, Government of Khyber Pakhtunkhwa; the Secretary, Department of Labour and Manpower, Government of Balochistan; the Secretary, Department of Industries, Commerce and Labour, Government of Gilgit-Baltistan; and the Secretary, Department of Labour and Industries, Government of Azad Jammu and Kashmir.

<sup>4</sup> The DWCP reflects Pakistan’s highly decentralized political structure. This consists of three basic levels: (1) the federal level of Islamabad Capital Territory (ICT), (2) the provincial (sub-national) level encompassing Pakistan’s four provinces of Punjab, Sindh, Khyber Pakhtunkhwa and Balochistan, and (3) the level of Pakistan’s two administrative territories of Azad Jammu and Kashmir, and Gilgit-Baltistan.

<sup>5</sup> The three pillars are (1) increasing investment in people’s capabilities, (2) increasing investment in the institutions of work, and (3) increasing investment in decent and sustainable work.

<sup>6</sup> The declaration was updated in 2022 to reflect the inclusion of a safe and healthy working environment in the ILO framework of fundamental principles and rights at work.



Global Coalition on Social Justice, both as a contribution to the United Nations (UN) ‘Our Common Agenda’<sup>7</sup> for a new global social contract, and to promote decent work in line with international labour standards. Looking ahead, the DWCP reflects the Preview of the Programme and Budget proposals for 2024–25.<sup>8</sup>

As an integral part of the Pakistan UNSDCF 2023–2027, the DWCP aligns with and contributes to the achievement of the framework’s five outcomes which constitute the sustainable development pathway captured in the UNSDCF’s theory of change. These outcomes are: (1) Basic Social Services, (2) Gender Equality and Women’s Empowerment, (3) Climate Change and the Environment, (4) Sustainable Inclusive Economic Growth and Decent Work, and (5) Governance. These outcomes are designed to support Pakistan’s trajectory towards 2030 by building capacities at the federal and provincial levels, while responding to key development priorities and gaps.

While the DWCP will contribute to the implementation of each UNSDCF outcome, it will play a particularly key role with respect to the implementation of outcome 4 and its associated outputs. The ILO Country Office in Pakistan and constituents in the country contributed to drafting the UNSDCF, including the UN Common Country Analysis (CCA) which informs the framework.

The formulation of the DWCP involved extensive engagement with ILO constituents and other key stakeholders. This included a national tripartite consultation on 23–24 August 2022 in Karachi, Sindh, as well as provincial consultations on 3 February 2022 in Balochistan, on 13 January 2022 in Islamabad Capital Territory, on 17 December 2021 in Lahore, Punjab, and 3–4 August 2021 in Karachi. Around 300 stakeholders participated in these consultations, 30 per cent of whom were women.

Consultations were also held individually with constituents, as well as with other UN agencies with whom the ILO actively collaborates, ILO management and programme staff in the Pakistan country office (CO) and ILO specialist staff in the regional Decent Work Team (DWT), based in New Delhi, India. A detailed list of consultations is provided in Annex 2.

The DWCP was developed and will be implemented in the context of the climate catastrophe that led to devastating floods which affected one-third of Pakistan in June 2022, and towards the end of the global COVID-19 pandemic. The DWCP thus mainstreams a focus on a human-centred economic recovery, building climate change resilience and the development of gender-responsive programmes to address labour market challenges arising from the combined impacts of the pandemic and the floods, including with respect to the worsening of existing gender disparities.

Tripartite governance is a cornerstone of the DWCP’s concept and operationalization. The DWCP will be overseen, implemented and monitored in close partnership between the ILO Country Office and tripartite constituents in Pakistan, under the guidance of the DWCP Steering Committee chaired by the Ministry of Overseas Pakistanis and Human Resource Development.<sup>9</sup>

The DWCP’s implementation will be supported by a mix of financial and human resources from the Government of Pakistan, the ILO’s social partners, ILO internal sources, relevant special UN funds, and development cooperation projects supported by international partners. Tripartite constituents will work together to strengthen and expand national ownership of the DWCP and ensure its long-term impact and sustainability.

This DWCP for Pakistan for the 2023–27 period was formally endorsed by the ILO tripartite constituents at a meeting of the Pakistan DWCP Steering Committee<sup>10</sup> on 4 May 2023.

<sup>7</sup> United Nations, “Our Common Agenda”.

<sup>8</sup> Presented to the ILO Governing Body’s 346th session in Geneva in October–November 2022.

<sup>9</sup> The membership of the DWCP Steering Committee consists of the Federal Secretary of the Ministry of Overseas Pakistanis and Human Resource Development; the Joint Secretary, Human Resource Development (HRD), of the Ministry of Overseas Pakistanis and Human Resource Development; a representative of the Economic Affairs Division (EAD); the Secretaries of provincial Labour Departments; the ILO Country Director; a representative of the most representative workers’ organization; a representative of the most representative employers’ organization; a representative of the Ministry of Commerce and Textile; a representative of the Ministry of Planning, Development and Special Initiatives; representatives of provincial Women Development Departments; and the Director of Labour (Islamabad Capital Territory, Azad Jammu and Kashmir/Gilgit-Baltistan).

<sup>10</sup> The DWCP Steering Committee links to the Federal and Provincial Tripartite Consultative Committees.



# 2 Country progress towards decent work and sustainable development

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The following country overview draws on the United Nations Common Country Analysis and United Nations Sustainable Development Framework 2023–2027 as major data and analytical sources. These are supplemented by ILO documents and other relevant documentation related to decent work and sustainable development in Pakistan. This overview is broadly aligned with, and encompasses, the three pillars of the ILO Centenary Declaration:

- Pillar 1. Capacities to benefit from the opportunities of a changing world of work;
- Pillar 2. Institutions of work to ensure rights and protection of all workers; and
- Pillar 3. Sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

## ► 2.1. Key contextual influences on the promotion of decent work in Pakistan

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### 2.1.1. COVID-19 pandemic and disasters (floods in 2022)

The COVID-19 pandemic severely affected Pakistan's economic progress, with multidimensional adverse impacts on the country's capacities to benefit from the opportunities of a changing world of work,<sup>11</sup> including with respect to labour productivity, employment and entrepreneurship.<sup>12</sup> The pandemic disrupted economic growth, particularly in the industrial and services sectors (tourism, education and hospitality), and massively impacted self-employed workers and daily wage earners.<sup>13</sup> Women, who are concentrated in Pakistan's informal economy, were particularly affected.<sup>14</sup>

The country's progress towards national development goals stalled, including poverty reduction, as a result of factors such as high levels of job loss and a pause in real minimum wage increases.

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<sup>11</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>12</sup> Government of Pakistan, Ministry of Finance, *Pakistan Economic Survey 2020–21*, 2021.

<sup>13</sup> Iftikhar Ahmad, "COVID-19 and Labour Market Implications for Pakistan", *Centre for Labour Research* (blog), 10 April 2020.

<sup>14</sup> Iftikhar Ahmad, "COVID-19 and Labour Market Implications for Pakistan", *Centre for Labour Research* (blog), 10 April 2020.

The pandemic further intensified pre-existing socio-economic vulnerabilities of the most marginalized people in Pakistan, including by worsening multidimensional inequalities, a growing gender wage gap, a lack of access to public services for many of those affected, including gender inequalities in education,<sup>15</sup> increased unpaid care burdens on women, and increased levels of domestic violence against women.<sup>16</sup>

The Pakistan Labour Force Survey 2020–21 indicates that the country has a total labour force of 71.76 million. The pandemic caused temporary job losses for 35.04 million workers<sup>17</sup> and permanent job losses for some 1.4 million (equivalent to 2.2 per cent of the work force),<sup>18</sup> particularly for daily wage, casual and contract workers. Two further challenges to be addressed in the post-pandemic period are the longer-term impacts for the labour market of the return of Pakistani migrant workers due to unemployment abroad,<sup>19</sup> and the increased presence of refugees as a result of political turmoil in Afghanistan. Some 250,000 refugees have reached Pakistan since 2021 according to the United Nations High Commissioner for Refugees (UNHCR), in addition to the 1.4 million already based in the country.<sup>20</sup>

Workers, both informal and formal, who lost jobs and income were at the centre of the Government of Pakistan's pandemic response. The Government launched a fiscal stimulus package worth 1.2 trillion Pakistani rupees, expanded the Ehsaas emergency programme's outreach from 5.2 million to 12 million households, provided cash grants to 3 million daily wage labourers in the informal economy, and distributed food items to Pakistani low income families (or those living below the poverty line) at subsidized rates.<sup>21</sup> Specialized government packages, especially for the construction sector, restored 33 per cent of the jobs that had been lost.<sup>22</sup>

The immediate post-pandemic recovery trajectory of Pakistan's economy included growth of 5.6 per cent in the 2021 fiscal year (FY21) following measures such as expanding the Ehsaas programme and pre-and-post COVID-19 stabilization efforts, including cutting expenditure, increasing taxes and curtailing imports. However, the early recovery period was hampered by high internal demand pressures, as well as rising global commodity prices that triggered double-digit inflation and a sharp rise in the import bill.<sup>23</sup>

In addition to these challenges, catastrophic floods in 2022 presented a cascading crisis. The floods affected 33 million people, one-third of whom were children, with 8 million people displaced and 1,700 people killed. Over 2 million houses were damaged, basic social services disrupted and the risk of waterborne diseases increased manifold. The agriculture, industry and service sectors suffered extensive damage, estimated to be equivalent to 4.8 per cent of gross domestic product (GDP) in FY22. Significant losses in GDP as a direct result of the floods are projected to be around 2.2 per cent in FY22, with agriculture accounting for the largest decline, at 0.9 per cent.

<sup>15</sup> Government of Pakistan, Ministry of Human Rights, *COVID-19 and Disaster Vulnerability in Pakistan: A Human Rights Based Analysis*, 2020. Chapter 5 notes that even before the pandemic, about 22.8 million children were out of school, including 32 per cent of girls and 21 per cent of boys of primary school age. Disparities are even greater for secondary education. By Year 9, only 13 per cent of girls attend school. At the national level, 55 per cent of women over the age of 15 are illiterate.

<sup>16</sup> UN Pakistan, *COVID-19 Pakistan Socio-economic Framework*, 2020.

<sup>17</sup> Government of Pakistan, Ministry of Finance, *Pakistan Economic Survey 2020–21*, 2021.

<sup>18</sup> IMF, *IMF Country Report No. 20/114*, 2020.

<sup>19</sup> Although definitive figures are not yet available for the pandemic period, 77,000 migrant workers had registered by November 2020 with a portal set up by the Pakistan Overseas Employment Corporation in June 2020 to assist returning migrant workers to secure jobs in Pakistan and abroad, according to officials of the Bureau of Emigration and Overseas Employment. ILO, *Rapid Assessment: The Impact of COVID-19 on Labour Migration Governance, Recruitment Practices and Migrant Workers, Pakistan, March–November 2020*, 2021.

<sup>20</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>21</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>22</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Special Survey for Evaluating Socio-Economic Impact of COVID-19 on Wellbeing of People*, 2021.

<sup>23</sup> World Bank, "Press Release on the Long-standing Structural Challenges Pose Risks to Pakistan's Sustained Growth", 19 April 2022.

Unprecedented recovery and reconstruction needs are projected at 1.6 times Pakistan's budgeted national development expenditure for FY23. It is estimated that poverty rates will increase by 3.7 to 4.0 percentage points as a result of the floods, pushing between 8.4 million and 9.1 million more people into poverty.

The floods adversely and disproportionately affected women, children, persons with disabilities and refugees due to their lower levels of access to coping mechanisms, including social protection. The disaster intensified existing gender inequalities, with serious gender discrepancies apparent in terms of safety, education, decision-making and employment.<sup>24</sup> Women in particular have suffered notable losses to their livelihoods, particularly associated with agriculture and livestock, with attendant negative impacts on their economic empowerment and well-being. The floods have also increased women's vulnerability to gender-based violence (GBV) due to aggravated household tensions, harassment and abuse related to displacement and a lack of secure infrastructure. Rates of early and forced marriages often increase in the wake of crises and economic insecurity. The United Nations Population Fund (UNFPA) estimates that 640,000 adolescent girls are vulnerable and at increased risk of coercion, GBV, and child marriage as a result of the floods.<sup>25</sup> Women will be further disproportionately impacted by deprivations related to water and sanitation, given their role as water and solid waste managers at the household level and as caregivers. The loss and disruption of 4.3 million jobs as a result of the floods will also aggravate the burden of women's unpaid work.<sup>26</sup>

The combination of post-pandemic and flood emergency needs, coupled with long-standing structural weaknesses of Pakistan's economy – including low levels of investment, low export levels and low productivity growth – pose risks to a sustained recovery which meets the needs of women and men workers in all areas of the formal and informal economy. Rising food and energy prices, at least in the early period of the DWCP, are expected to further decrease households' real purchasing power. This is likely to disproportionately affect households who are poor and vulnerable, and which spend a larger share of their budget on these items.<sup>27</sup>

## 2.1.2. Impacts of climate change on the world of work

Major floods in 2022 were a stark manifestation of the longer-term impacts of the climate crisis in Pakistan.<sup>28</sup> The Global Climate Risk Index (CRI) 2021 ranks Pakistan among the 10 most vulnerable countries to the effects of global climate change, largely due to its impacts on the Indus River system.<sup>29</sup> The country's changing weather patterns due to climate change have triggered extreme climate events such as heatwaves, floods before the 2022 catastrophe, and drought.<sup>30</sup> These trends pose serious challenges in the world of work, particularly in agriculture which remains an important source of employment for 42 per cent of Pakistan's population.<sup>31</sup> Nearly 7.2 million women work in the agriculture sector,<sup>32</sup> a high proportion of whom are engaged in vulnerable employment characterized inter alia by significant levels of exposure to climate risks and limited access to social protection. Systemic gender inequality linked to rigid gender norms exacerbates such vulnerabilities.<sup>33</sup>

<sup>24</sup> Government of Pakistan, Ministry of Planning, Development and Special Initiatives, *Pakistan Floods 2022: Post-Disaster Needs Assessment*, 2022.

<sup>25</sup> Government of Pakistan, Ministry of Planning, Development and Special Initiatives, *Pakistan Floods 2022: Post-Disaster Needs Assessment*, 2022.

<sup>26</sup> Government of Pakistan, Ministry of Planning, Development and Special Initiatives, *Pakistan Floods 2022: Post-Disaster Needs Assessment*, 2022.

<sup>27</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>28</sup> World Bank, "Climate Change Knowledge Portal: Pakistan".

<sup>29</sup> David Eckstein, Vera Künzel, and Laura Schäfer, *Global Climate Risk Index 2021*, (Germanwatch, 2021).

<sup>30</sup> Government of Pakistan, Ministry of Planning, Development and Special Initiatives, *Pakistan Floods 2022: Post-Disaster Needs Assessment*, 2022.

<sup>31</sup> Amber Ajani and Kees van der Geest, "Climate Change in Rural Pakistan: Evidence and Experiences from a People-centered Perspective", *Sustainability Science* 16, No. 6 (2021), 1999–2011.

<sup>32</sup> UN Women, *Rural Women in Pakistan Status Report 2018*, 2018.

<sup>33</sup> Ranjitha Puskurand Avni Mishra, "Rural Women in Pakistan are the Most Affected by 'Apocalyptic' Floods", *CGIAR Gender Impact Platform* (blog), 4 October 2022.

The Asia Development Bank (ADB) points to environmental factors as an important driver of migration, particularly from rural to urban areas.<sup>34</sup> A recent ILO study on climate-induced migration in Bangladesh, India, Nepal, Pakistan and Sri Lanka shows that even under the best global warming scenarios, approximately 22.5 million people by 2030 and 34.4 million by 2050 will be driven to move due to slow-onset processes like glacial melt and ecosystem productivity loss.<sup>35</sup> These do not include displacements caused by sudden-onset disasters such as the floods in Pakistan in 2022, discussed above. Climate-induced mobility in South Asia specifically has disproportionate effects on women and girls. Deeply rooted gender norms immobilize women, confining them in rural, climate-vulnerable areas where they assume agricultural activities left behind by male family members on top of the existing burdens of care work burdens that disproportionately fall on women and girls. This increasing feminization of the agricultural sector makes women particularly vulnerable to climate change. Especially in post-disaster settings, women and girls experience an increased prevalence of school dropout, health issues, gender-based violence, human trafficking and resorting to sex work for survival. These gender-differentiated impacts are cross-cutting and cannot be overlooked in facilitating regular migration and decent work.<sup>36</sup>

A key element in the global response to climate change, including in Pakistan, is the increasing focus on more environmentally sustainable economies. This transition will have far-reaching implications for the labour market where some jobs will disappear and new jobs will be created, requiring many workers to re-skill and adopt different work practices based on the use of rapidly evolving new technologies (see the next section). A comprehensive policy approach to this critical transition is required in Pakistan, as elsewhere, which stimulates investment in green sectors, enhances women and men workers' skills and employability in these sectors, and facilitates a just transition to a more environmentally sustainable economy.<sup>37</sup> At the centre of all such efforts is Pakistan's Indus Basin, where the ILO is supporting the Government's Living Indus initiative. This involves the promotion of green jobs and skills, the greening of agricultural extension services, and enhanced environment protection by raising industries' awareness of the safe use and disposal of industrial waste, and through capacity building for agricultural and fishing communities to contribute to sustainable aquaculture and fisheries management, as well as community-based ecotourism.

### 2.1.3. Opportunities and challenges of the fourth industrial revolution

In terms of the fourth industrial revolution,<sup>38</sup> Pakistan's digital landscape has evolved rapidly in the last decade. Internet penetration has reached up to 70 per cent of the population, and introduction of digital platforms has been widespread within the economy, the broader education system, and the technical and vocational education and training (TVET) system. The impacts of the COVID-19 pandemic accelerated these trends. At the same time, a number of challenges need to be addressed. Among these are internet bandwidth, high license fees, the digital gender divide, and the digital exclusion of tier 2 cities, remote regions and rural areas.

The Global System for Mobile Communications Association's (GSMA) Mobile Gender Gap Report 2019 indicates that Pakistan has the largest digital gender divide in the world. It calculates that 38 per cent of Pakistani women are less likely than men to own a mobile phone.

<sup>34</sup> Alex Randall, Jo Salisbury and Zach White, *Moving Stories: The Voices of People Who Move in the Context of Environmental Change* (Climate and Migration Coalition, 2015).

<sup>35</sup> Migration Multi-Partner Trust Fund, *Concept Note for Joint Programme: Safe, Orderly, and Regular Migration as a Tool for Climate Change Adaptation and Just transition in South Asia (Bangladesh, India, Nepal, Pakistan)*, 2022.

<sup>36</sup> Migration Multi-Partner Trust Fund, *Concept Note for Joint Programme: Safe, Orderly, and Regular Migration as a Tool for Climate Change Adaptation and Just transition in South Asia (Bangladesh, India, Nepal, Pakistan)*, 2022.

<sup>37</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>38</sup> A definition is available on UNIDO's website, <https://iip.unido.org/articles/what-fourth-industrial-revolution>.

Similarly, 49 per cent of women are less likely to use mobile internet due to economic inequality and patriarchal attitudes.<sup>39</sup>

These developments have put the spotlight on the need to increase workforce capacities through the broader education system and TVET in areas such as digital literacy, digital finance and literacy, and information and communication technology (ICT) skills, as well as soft skills such as leadership, critical thinking, problem-solving, innovation and lifelong learning.

## ► 2.2. Macro-economic trends and structure of the economy

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### 2.2.1. Overall economic trends

Overall, Pakistan faces irregular growth patterns and macroeconomic imbalances. A number of factors have contributed to this situation, including negative growth due to COVID-19 containment measures, domestic issues – such as political instability, and weak governance and institutions – the impacts of international crises such as the regime change in Afghanistan, and major floods in 2022. These have hampered consumer demand, exports and the development of businesses and industries,<sup>40</sup> directly and indirectly impacting the economy and livelihoods. As Pakistan’s economy rebounded from the pandemic (from a contraction in GDP of 0.94 per cent in FY20 to GDP growth of 5.97 per cent in FY22),<sup>41</sup> the floods negatively impacted recovery. As a result, the agriculture sector is projected to contract for the first time in more than two decades. The damage caused by the floods is expected to have significant spill over effects on the industry and services sectors, adversely affecting employment growth.<sup>42</sup>

### 2.2.2. Analysis by major sectors

**Agriculture:** Pakistan is a primarily an agrarian economy. Overall, the agriculture sector contributes 19.2 per cent of the country’s GDP. Agriculture is a key source of employment, employing 37.4 per cent of the workforce (28.4 per cent of men and 67.9 per cent of women).<sup>43</sup> Around 60.5 per cent of women in the sector are employed as skilled agricultural, forestry and fishery workers. However, women have largely been excluded from the ownership and control of land in Pakistan, which is the single most important source of income and status in the agricultural economy.<sup>44</sup> Almost 93 per cent of women do not own land (see section 2.3.2, below, for details). The wider context of this situation is that 5 per cent of the population are landlords who own 64 per cent of all the land in Pakistan, while more than 50 per cent of rural families are landless, a figure that is on the rise.<sup>45</sup> This ownership imbalance affects poverty alleviation, workers’ rights, water management, and the effects of climate events. Approximately 90 per cent of agricultural lands are in the Indus Delta region, which is susceptible to the impacts of climate change described above, which have been compounded by major floods in 2022.

<sup>39</sup> UNESCO, “Press Release on UNESCO to Collaborate with Pakistan Telecommunication Authority on Digital Inclusion and Gender Mainstreaming Strategy”, 8 March 2022.

<sup>40</sup> UN Pakistan, *United Nations Sustainable Development Cooperation Framework for Pakistan 2023–2027*, 2023.

<sup>41</sup> Government of Pakistan, Ministry of Finance, *Pakistan Economic Survey 2020–21*, 2021.

<sup>42</sup> UN Pakistan, *United Nations Sustainable Development Cooperation Framework for Pakistan 2023–2027*, 2023.

<sup>43</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>44</sup> Iswa Wasif, *Policy Brief: Women and Land in Pakistan* (Social Enterprise Development Centre, 2017).

<sup>45</sup> Daniel Hayward, “Pakistan: Context and Land Governance”, *Land Portal*, 23 July 2021.

These are expected to severely reduce the agriculture sector's growth and productivity, as well as the livelihoods of millions of people (see section 2.1.1, above, for details). For instance, the floods in 2022 impacted agricultural output, which is expected to slow from 4.4 per cent in FY22 to a range of between -1.0 and -2.6 per cent in FY23.<sup>46</sup>

**Industry:** Relative to Pakistan's size, the industrial sector's share of employment and output is relatively low. Textiles constitute around one-quarter of total industrial output, accounting for more than half of the country's export goods, and are highly dependent on local cotton production. Industry employed 25.4 per cent of the workforce in 2020–2021 (28.5 per cent of men and 14.7 of women)<sup>47</sup> and contributed between 13 and 14 per cent of GDP.<sup>48</sup> Only 0.4 per cent of women in the sector work as plant or machinery operators and assemblers.<sup>49</sup> Large-scale manufacturing represents 78 per cent of the sector as a whole and accounts for 9.5 per cent of Pakistan's GDP, while small-scale manufacturing (SSM) accounts for 15.2 per cent of the sector and 2.04 per cent of GDP. The heavy concentration of manufacturing in the textile and apparel industries both saturates their scope for employment generation, and highlights the importance of diversification, increasing value addition and shifting from low-tech to medium- and high-tech industries. The floods in 2022 negatively impacted the industrial sector, especially textiles production, local food processing and slaughtering industries due to the sharp reduction in harvests and the widespread death of livestock animals.<sup>50</sup>

**Services:** The service sector has grown rapidly and employed 37.2 per cent of the workforce in 2020–2021 (43.0 per cent of men and 17.4 of women).<sup>51</sup> ICT development is an increasingly important component of the sector's growth, with the Government paying increasing attention to infrastructure and other support needed to accelerate digitalization.<sup>52</sup> Pakistan participates in global value chains in the ICT sector, with freelancers and information technology (IT) specialists providing services internationally.<sup>53</sup> A report by the Ministry of Information Technology highlights that there are more than 2,000 IT companies and call centres in Pakistan that provide international services, with their number growing every year.<sup>54</sup> The floods of 2022 impacted the broader service sector, particularly due to limited agricultural and industrial activity which affected wholesale and transportation activities that comprise 50 per cent of the service sector.<sup>55</sup> Women's participation in services remains low. For example, only 1.2 per cent of workers in wholesale and retail trade are women, as are 0.2 per cent of workers in transport and communications, and 15.8 per cent in community social and personal services. Only 0.6 per cent of women in the sector hold managerial roles.<sup>56</sup> A significant number of women remain concentrated in highly vulnerable service sectors such as sanitation, where work is precarious.

Intertwined with the three broad sectors discussed above – which account for the foundations of Pakistan's macro-economic structure – are high levels of informality in the economy, and the prevalence of small and medium-sized enterprises (SMEs).

<sup>46</sup> Iswa Wasif, *Policy Brief: Women and Land in Pakistan* (Social Enterprise Development Centre, 2017).

<sup>47</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>48</sup> Government of Pakistan, Ministry of Finance, *Pakistan Economic Survey 2020–21*, 2021.

<sup>49</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>50</sup> UN Pakistan, *United Nations Sustainable Development Cooperation Framework for Pakistan 2023–2027*, 2023.

<sup>51</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>52</sup> Islamabad Capital Territory has been added as a potential sector under the Special Economic Zone (SEZ) Act of 2012. An e-commerce strategy has also been recently developed to foster digital marketplaces. Mobile phone coverage and mobile broadband internet coverage are expanding rapidly through third generation (3G) or higher quality networks. With the expansion of information and communications technology, branchless banking is facilitating greater access to financial services.

<sup>53</sup> Pakistan has been ranked as the fourth largest technological market globally, with over 2000 software houses. See "Top 5 IT Outsourcing Countries", *Zepto Systems* (blog), 28 January 2022.

<sup>54</sup> Government of Pakistan, Board of Investment, *Sector Profile Tech (IT and IT-enabled Services)*, 2019.

<sup>55</sup> UN Pakistan, *United Nations Sustainable Development Cooperation Framework for Pakistan 2023–2027*, 2023.

<sup>56</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.



**Informal economy:** Associated with a high incidence of poverty and severe decent work deficits, Pakistan's informal economy employs 72.5 per cent of the workforce (73 per cent of men and 65.5 per cent of women).<sup>57</sup> In rural areas, 77 per cent of men and 71 per cent of women are engaged in the informal economy.<sup>58</sup>

The informal economy encompasses informality in employment and the informality of enterprises.<sup>59</sup> One important segment among enterprises are individual entrepreneurs and micro-enterprises that employ between two and nine workers each. Most micro-enterprises are outside the scope of labour, enterprise, social security and tax laws. Improving their productivity and economic capacity is critical for transitioning them to the formal economy and enabling the formalization of workers engaged by such enterprises.

Among the different forms of informal employment that exist in Pakistan, home-based workers constitute a significant and increasing group within the manufacturing and service sectors. Women are predominant in this category. Most live in poverty because of the disproportionate burden of household care work that they perform, coupled with restrictive gender norms and a lack of education and training, which limits their opportunities for better paid work outside the home.<sup>60</sup> About 30 per cent of informal workers are categorized as service and sales workers, while almost half are either craft and related trades workers (26.5 per cent) or workers in elementary occupations (21.6 per cent).<sup>61</sup>

**Small and medium-sized enterprises (SMEs):** SMEs make a substantial contribution to Pakistan's economic development across all three major economic sectors. There are more than 5 million SMEs in the country, which account for 40 per cent of GDP, 25 per cent of overall exports and 78 per cent of non-agricultural employment. SMEs are one of the main vehicles for reducing poverty, expanding the national economy and creating jobs in Pakistan.<sup>62</sup> However, a number of structural barriers at the macro (national), meso (sectoral) and micro (enterprise) levels hinder productivity growth, decent work and sustainable enterprise development. Notable barriers include information asymmetries, high transaction costs, a lack of tangible collateral that SME owners and entrepreneurs need to secure loans, a lack of product diversification, value addition and innovation, and widespread non-compliance with national labour laws and recently introduced SME policies. Low investment in human development and a dearth of skilled workers are other major concerns.<sup>63</sup>

Women in Pakistan face additional barriers due to discriminatory social norms, as a result of which the country has the lowest rate of female entrepreneurship in the world. Only 1 per cent of women in Pakistan are entrepreneurs, compared to 21 per cent of men.<sup>64</sup> Key factors underlying women's limited access to entrepreneurship opportunities include the fact that only 5 per cent of women have access to an account at a formal financial institution, which restricts their ability to access finance, alongside discriminatory bank guarantee practices, a lack of affordable, accessible and quality childcare services, a lack of access to entrepreneurial skills development, and a lack of access to entrepreneurship support networks.

<sup>57</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>58</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>59</sup> In line with the ILO Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

<sup>60</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>61</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>62</sup> State Bank of Pakistan, *Challenge Fund for SMEs: Expression of Interest Document*, 21 March 2022.

<sup>63</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>64</sup> Ahsan Nisar, "Empowering Pakistan through Women Entrepreneurship and SMEs", *The Economist*, 29 January 2018 (updated 13 July 2018).

**Unemployment:**<sup>65</sup> The number of unemployed persons in Pakistan decreased by 0.20 million between 2018–19 and 2020–21, falling from 4.71 million (6.9 per cent) in 2018–19 to 4.51 million (6.3 per cent) in 2020–21.<sup>66</sup> This decrease in unemployment occurred both for men (5.9 per cent and 5.5 per cent, respectively) and women (10.0 per cent and 8.9 per cent, respectively). In the pre-COVID period, young people between 20 and 24 years old experienced the highest unemployment rate in Pakistan (11.56 per cent), over twice the overall unemployment rate (5.8 per cent).<sup>67</sup> The unemployment rate was far higher for young women than for young men, while women’s overall unemployment rate was nearly twice that of men in the previous decade. This discrepancy has been exacerbated by the COVID-19 pandemic, with women likely to further lose out in the competition for jobs during the recovery period.<sup>68</sup>

Internal migration: Inter-provincial and rural-urban internal migration within Pakistan remains an important factor within the economy. However, the latest Labour Force Survey 2020–21 indicates that jobs are not a key driver of internal migration. Only 10.8 per cent of internal migrants travelled for employment-related reasons.<sup>69</sup>

## ► 2.3. Labour market profile, governance and administration

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### 2.3.1. Labour market participation

Pakistan has the 9th largest labour force in the world. The economically active population (labour force), which encompasses all persons employed and all those who are unemployed, grew from 68.75 million in 2018–19 to 71.76 million in 2020–21. The number of employed persons increased by 3.22 million in the same period, growing from 64.03 million to 67.25 million.<sup>70</sup>

Pakistan’s labour force is predominantly young, reflecting the country’s annual population growth rate of 2.4 per cent. This situation presents the country with a significant potential ‘demographic dividend’. Harnessing this dividend requires significantly raising educational, technical and vocational skill levels, as well as the accelerated creation of decent work opportunities for the millions of young people entering the labour market year on year.

At the same time, Pakistan has the lowest level of female labour force participation in South Asia, with the rate decreasing from an already low 22.2 per cent in 2014 to 21.4 per cent in 2020–21.<sup>71</sup> Women’s rate of participation in senior and middle management positions remains very low (4.2 per cent in 2018),<sup>72</sup> and the percentage of women entrepreneurs is exceptionally low (estimated at 1 per cent of entrepreneurs, as noted above).<sup>73</sup>

<sup>65</sup> Pakistan’s Labour Force Survey defines the ‘unemployed’ as all persons aged 10 and over who were without work during the reference period (past week) but are currently looking and available for work.

<sup>66</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>67</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>68</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>69</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>70</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>71</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>72</sup> United Nations Committee on the Elimination of Discrimination Against Women, Concluding Observations on the Fifth Periodic Report of Pakistan, CEDAW/C/PAK/CO/5, 10 March 2020.

<sup>73</sup> United Nations Committee on the Elimination of Discrimination Against Women, Concluding Observations on the Fifth Periodic Report of Pakistan, CEDAW/C/PAK/CO/5, 10 March 2020.

Both in Pakistan and across the world, women’s disproportionate burden of unpaid care and domestic work are a key factor holding women back from participation in the labour market, as discussed below. According to UN Women’s Progress of the World’s Women 2019–2020 report, for every one hour a man in Pakistan spends on unpaid care and domestic work, a woman spends 11 hours on such work. This ratio is higher than in any other country in the world.

Addressing the issue of unpaid work requires a range of policy and investment responses. These run the gamut from public investment in care services and facilities to ensure accessibility for all and decent work for such services’ predominantly female workforce, to promoting maternity leave, paternity leave, parental leave, family leave and family-friendly workplace policies, including flexible work arrangements.

Maternity protection for women at work has been a focus of legislative developments in some provinces in recent years, with Sindh and Balochistan enacting new maternity benefits legislation which requires 16 and 14 weeks of maternity leave, respectively. Both provide paid nursing breaks until a child is 12 months old. Sindh and Khyber Pakhtunkhwa have also enacted legislation on reproductive health rights, prohibiting discrimination on the grounds of pregnancy and motherhood.

### **2.3.2. Gender equality and discrimination in the world of work**

The Government has placed a major focus on gender equality and women’s empowerment at the policy and legislative levels, and has passed number of federal and provincial pro-women laws. The latest amendments to provincial labour laws allow women to work in three shifts and provide for separate washroom facilities and transport to enhance women’s safety, both at work and while travelling to and from work. The National Gender Policy Framework (NGPF) launched on 8 March 2022 by Pakistan’s Ministry of Planning, Development and Special Initiatives (MoPD&SI) sets out six objectives to address gender inequality challenges. These include increasing women’s participation in the economy, income-generating skills development, employment and economic opportunities (such as through entrepreneurial skills development), and meaningful engagement in society. Other recent milestones in addressing gender inequality with decent work implications include the adoption of the Domestic Violence Protection and Prevention Act of 2013, the Protection against Harassment of Women at the Workplace Act of 2010, the Sindh Home-based Workers Act of 2018, the Khyber Pakhtunkhwa Home-Based Workers Protection and Welfare Act of 2021, the Punjab Domestic Workers Act of 2019 and the Islamabad Capital Territory Domestic Workers Act of 2022. The Employment of Children Act of 1991 was recently amended to include ‘child domestic labour’ (mainly performed by girls) as a prohibited occupation at the federal level.

Despite these positive developments, systemic challenges remain and have been further exacerbated by the COVID-19 pandemic, as highlighted above. The World Economic Forum’s Global Gender Gap Index Report 2022 ranks Pakistan 145th of 156 countries for economic participation and opportunity, 135th for educational attainment, 143rd for health and survival, and 95th for political empowerment. The latter relatively high ranking for political participation reflects the fact that more women than ever before are participating in political activity. Women, however, continue to remain underrepresented in leadership roles and are restricted from taking up positions in the political or public spheres due to systemic challenges grounded in patriarchal norms<sup>74</sup> (see section 2.3.5 for information on the gender pay gap and section 2.3.1 on women’s participation in the labour market). Furthermore, Pakistan ranks 130th of 139 countries on the Rule of Law Index of the World Justice Project, which includes an indicator on equality and non-discrimination.

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<sup>74</sup> UN Women, “About UN Women Pakistan”.

Although data availability is limited, available statistics and anecdotal evidence indicate that violence against women is widespread, including in the workplace. An estimated 34 per cent of ever-married women are reported to have experienced spousal physical, sexual or emotional violence.<sup>75</sup>

Women’s critical role in agriculture, discussed above, starkly illustrates the position of women in Pakistan – women are largely undervalued and, often, either unpaid or underpaid. Women accounts for nearly 70 per cent of the agriculture sector’s full-time and part-time workers. Despite women farmers’ significant role in the sector, they have limited access to productive resources such as land, agricultural inputs, extension services, credit facilities, knowledge and information, innovation and technology, and training. Almost 93 per cent of women do not own land, and half of the women involved in agriculture are engaged as farm labourers. Although female land ownership is affirmed by Article 23 of Pakistan’s Constitution, this right is widely unrecognized or unsupported by clerics at the local level. The Government often declines to intervene, treating inheritance as a private concern, and civil authorities have failed to remove a number of bureaucratic roadblocks that, in effect, leave women largely landless.<sup>76</sup> Approximately 75 per cent of women in agriculture do not receive any payment for their work, resulting in a large gender wage gap and socio-economic disparities. Low industrial and productive sector growth, a stagnant SME sector, insufficient and inequitable incentives for livelihoods and businesses further exacerbate the situation for women in Pakistan.<sup>77</sup>

### 2.3.3. Vulnerable groups: Leaving no one behind

The Government of Pakistan is committed to addressing discrimination on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Beyond the broader situation of women and girls in Pakistan, described above, discrimination against a number of further specific groups in society remains to be further addressed, including in the world of work. Such groups include persons with disabilities, adolescents and children; the working poor; food-insecure households headed by women; out-of-school children; transgender persons;; older persons; refugees, including Afghan refugees; stateless persons; migrants; internally displaced persons; residents of urban slums; agricultural workers; and religious groups/ non-Muslims. These groups suffer from both economic and political marginalization.<sup>78</sup>

Persons with disabilities and differently abled persons in Pakistan, especially those with mental disabilities, are particularly vulnerable and face systemic discrimination in the workplace and wider society. An estimated 10 to 15 per cent of Pakistan’s population are persons with disabilities, 50 per cent of whom women.<sup>79</sup> Pakistan ratified the United Nations Convention on the Rights of Persons with Disabilities in 2015, committing to translating the convention into domestic law. The Parliament passed a landmark law to protect the rights of people with disabilities on 16 September 2020, providing a strong legal basis for improving the rights of persons with disabilities in the workplace.

Research indicates discrimination on the grounds of religion in the world of work in Pakistan, with only 2.6 per cent of federal jobs held by non-Muslims, for example.<sup>80</sup> Nearly 70 per cent of these were in the lowest grades. In addition, jobs like sewage cleaning within the sanitation sector are performed by Christian workers. While some have contracts with municipalities, many are unprotected daily wage workers.

<sup>75</sup> UN Women, “About UN Women Pakistan”.

<sup>76</sup> Sustainable Development Policy Institute, *Women and Land: Case Study – Pakistan*.

<sup>77</sup> UN Pakistan, *United Nations Sustainable Development Cooperation Framework for Pakistan 2023–2027*, 2023.

<sup>78</sup> Kashif Nawab, “Minorities Seek Effective Representation in National Mainstream”, *Pakistan Today*, 2 June 2020.

<sup>79</sup> UNDP, “Press Release on Ministry of Human Rights, United Nations Development Programme (UNDP), UN Women and United Nations Partnership on the Rights of Persons with Disabilities (UNPRPD) Emphasize Importance of the Private Sector in Fostering an Accessible and Equitable Society”, 9 December 2022.

<sup>80</sup> Asif Aqeel, “Problems with the Electoral Representation of Non-Muslims”, *Herald*, 1 July 2018.

Even those workers with contracts are exposed to severe occupational safety and health-related hazards and discrimination. In May 2020, Pakistan’s Cabinet established a National Commission for Minorities (NCM). However, the minority Ahmadi group was not included among its members, a move endorsed by the Ministry of Religious Affairs and Interfaith Harmony.<sup>81</sup>

Urbanization, internal migration and refugee flows in Pakistan pose challenges, including the discrimination, for many groups in Pakistan’s provinces and the country as a whole. For instance, internally displaced persons and Afghan refugees are more vulnerable to external shocks than host communities, particularly given the latter’s fragile legal status and exclusion from many social protection initiatives.<sup>82</sup> As of December 2021, Pakistan hosted over 1.4 million registered Afghan refugees who hold Proof of Registration (PoR) cards.

### 2.3.4. International labour migration

The Global Compact for Safe, Orderly and Regular Migration adopted by Pakistan and 152 other governments in 2018 is rooted in the 2030 Agenda for Sustainable Development, particularly SDG target 8.8 on (inter alia) protecting the labour rights of migrant workers, particularly women migrants, and SDG 10.7 on facilitating orderly, safe, regular and responsible migration and people’s mobility.<sup>83</sup> Between 1971 and 2022, 12.39 million Pakistanis migrated for overseas employment to more than 54 countries across the globe. After a brief decline, labour migration picked up in 2022, with 765,172 Pakistanis migrating for overseas employment through official channels, that is, through the Bureau of Emigration and Overseas Employment (BE&OE) and the Overseas Employment Corporation (OEC).<sup>84</sup> This represents a three-fold increase compared to 2021. The reasons for this increase include a lack of economic opportunities at home, rising inflation, political instability and a variety of other factors.<sup>85</sup>

Pakistani workers largely migrate to Gulf Cooperation Council countries (96 per cent), with most travelling to Saudi Arabia and the United Arab Emirates. These two states, alongside the United States of America and the United Kingdom remain the top countries in terms of remittances sent home by Pakistani workers abroad.<sup>86</sup> These remittances accounted for 7.7 per cent of GDP, on average, between 2016 and 2020, boosting Pakistan’s economy manifold. Remittances are around 7 percentage points higher than foreign direct investment and significantly higher than the Southern Asia average of 3.9 per cent.<sup>87</sup> Based on the latest figures of the State Bank of Pakistan,<sup>88</sup> remittance inflows rose from US\$22 billion in 2019 to almost US\$31 billion in 2021 – an increase of 40 per cent.

The vast majority of Pakistani migrant workers are men. Between 1971 and 2019, women migrant workers accounted for only 0.4 per cent of all registered migration from Pakistan (40,807 women).<sup>89</sup> This is linked to the Emigration Rules of 1979, which establish that the minimum age for women to work abroad as domestic workers is 35 years old. This constrains women’s opportunities for safe and regular migration.

<sup>81</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>82</sup> UN Pakistan, *Pakistan Common Country Analysis*, 2021.

<sup>83</sup> In addition to the Global Compact for Safe, Orderly and Regular Migration (GCM), Pakistan is also a member of other regional and international forums, and has contributed to their periodic consultations and objectives. These include the [Colombo Process](#), the [Abu Dhabi Dialogue](#), the [Bali Process](#) and the Migrant Forum in Asia (MPA).

<sup>84</sup> More information is available on the Bureau of Emigration and Overseas Employment’s website, <https://beoe.gov.pk/reports-and-statistics>.

<sup>85</sup> According to the International Organization for Migration’s (IOM) Country Office in Pakistan on 27 January 2022.

<sup>86</sup> More information is available on the Bureau of Emigration and Overseas Employment’s website, <https://beoe.gov.pk/reports-and-statistics>.

<sup>87</sup> Government of Pakistan, Ministry of Finance, “[Chapter 8. Trade and Payments](#)”, *Pakistan Economic Survey 2020–21*, 2021.

<sup>88</sup> IOM, *Snapshot: Remittance Inflows to Pakistan during COVID-19*, 2022.

<sup>89</sup> Government of Pakistan, Bureau of Emigration and Overseas Employment, Management Information System, Directorate of Information Technology, 2019, cited in ILO, *Fair Recruitment Country Brief: Pakistan*, April 2020.

Most Pakistani migrant workers are low-skilled, semi-skilled and seasonal workers whose migration tends to be short-term, usually lasting for four or five years. Published data for 2022 shows that about 92,000 migrant workers were in highly educated categories, such as doctors, engineers, IT experts and accountants, roughly 12 per cent of the total number who emigrated during the year.<sup>90</sup>

An increasing number of migrant workers from Pakistan are using official channels, either through licensed overseas employment promoters or bilateral national arrangements. However, the costs and time involved, alongside insufficient assurances of secure employment, mean that many continue to use irregular channels replete with risks of people smuggling and abuse.

The Emigration Ordinance of 1979, its accompanying rules and subsequent amendments provide the framework for the codes of conduct that govern overseas labour recruitment in Pakistan. The country does not have a formal labour migration policy, although a draft policy was in an advanced stage of approval in 2022. This covers labour emigration and recruitment, the welfare of overseas migrants, and the return and reintegration of overseas migrants. The following priorities require attention during the period of the DWCP's implementation:

- The finalization and implementation of the current draft labour migration policy as a priority.
- Making the registration and reintegration of returning migrants workers an integral part of all relevant programmes and policies on international labour migration. During the COVID-19 pandemic, around 96,000 returned migrants were registered by the Overseas Employment Corporation.
- Promoting gender-responsive recruitment to minimize challenges for women pursuing employment abroad.
- Identifying skills in high demand in destination countries and providing training in these areas to match the needs of the international labour market.

### 2.3.5. Minimum wage and gender pay equity

Minimum wage: Minimum wages help to ensure that progress is justly and equitably shared by all, as well as a protection floor to improve the income of low-paid workers, particularly at times of high inflation. During the COVID-19 crisis, minimum wages played a positive role by serving as a benchmark for temporary wage subsidy schemes.<sup>91</sup> They are an important element of policies to reduce poverty and inequality, including between men and women in the labour market. However, the effectiveness of minimum wage policy depends on three crucial factors: the extent of coverage, the level at which minimum wages are set, and the degree of compliance. This adjustment process should be undertaken with the full participation of the social partners, in line with the Minimum Wage Fixing Convention, 1970 (No. 131).

Pakistan's Constitution and federal and provincial legislative frameworks provide protection related to minimum wage entitlements. Following the devolution of labour-related matters in 2010, the regulation of labour and minimum wage-setting is within the purview of Pakistan's provinces, while the Federal Government retains this role in Islamabad Capital Territory. However, the scope and coverage of minimum wage regulations, as well as wage-setting mechanisms and processes, varies from province to province, thereby making the system quite complex.

<sup>90</sup> Waqas Ahmed, "Country's Brain Drain Situation Accelerated in 2022", *The Express Tribune*, 12 December 2022.

<sup>91</sup> ILO, *Global Wage Report 2022–23: The Impact of Inflation and COVID-19 on Wages and Purchasing Power*, 2022.

Furthermore, Pakistan's provinces have struggled to develop wage strategies and operationalize functional minimum wage-setting boards for evidence-based and balanced minimum wage-setting and the effective implementation of minimum wage standards.

In terms of coverage, Pakistan is among 18 per cent of countries with statutory minimum wages which exclude agricultural workers, domestic workers or both categories from the scope of minimum wage regulations.<sup>92</sup> Essentially, informal economy workers who account for the majority of Pakistan's workforce are excluded from the scope and coverage of minimum wage policies, thereby limiting their effectiveness.

Moreover, minimum wage levels across Pakistan are insufficient to meet the needs of workers and their families. While each province has a tripartite Minimum Wage Board (MWB) that determines and recommends minimum wages for unskilled workers and, in some cases, industry-based minimum wage levels, their role is constrained by legislation which stipulates that they can recommend rates only after reference by the provincial government. In addition, provincial governments are not obliged to accept recommended minimum wage levels. Therefore, in practice, Minimum Wage Boards do not lead the wage-setting process. Instead, they simply adopt the rates set by provincial governments, which follow the Federal Government's lead.

Pakistan lacks an evidenced-based system for fixing minimum wages, since provincial legislation does not set out criteria or a formula for Minimum Wage Boards to use to fix minimum wage levels. Existing legislation only provides for broad factors – such as changes in economic conditions, costs of living and other relevant factors – for adjusting the minimum wage at least once every three years, without articulating specific statistical indicators or datasets to be used for this purpose. Considerable delays also occur in terms of notifying the recommended rates by provincial governments. Recent years have seen efforts to increase minimum wages for informal workers, such as home-based workers in Sindh and contract workers<sup>93</sup> through collective bargaining at the enterprise level, as well as advocacy by workers' and labour rights' groups. However, reforms are still awaited in several areas. Reforms tend to be linked to social protection, which Pakistan's provinces are keen to expand to meet the 2030 target of universal social protection.

In terms of compliance, the implementation of minimum wage provisions in practice has always been a significant challenge, given Pakistan's vast informal economy. Available evidence shows that provincial governments have failed to enforce established minimum wage levels.<sup>94</sup> As a result, payments below the minimum wage payments are prevalent nationwide.<sup>95</sup> For example, ILO studies indicate that more than half of workers in the garment, textile and footwear industry – who are the predominantly women – were paid less than the statutory monthly minimum wage.<sup>96</sup>

These trends highlight the need to address multiple pressing issues so that minimum wage policies yield redistributive outcomes, bring uniformity to the system, and enhance overall effectiveness. Interventions are required at both the policy/regulation and institutional levels to strengthen and align minimum wage provisions in each province with the Minimum Wage Fixing Convention, 1970 (No. 131) to make them more inclusive, evidenced-based and balanced, with a view to targeting low-paid workers through consultation and dialogue.

**Gender-based pay gap:** As of 2021, the gender pay gap in Pakistan's formal economy was 18 per cent,<sup>97</sup> marking a reduction from the 34 per cent estimated by the ILO's Global Wage Report 2018–19.

<sup>92</sup> ILO, *Global Wage Report 2022–23: The Impact of Inflation and COVID-19 on Wages and Purchasing Power*, 2022.

<sup>93</sup> Employers Federation of Pakistan, "Minimum Wage Notifications".

<sup>94</sup> Jamil Mirza, "Govt Fails to Enforce Minimum Wage", *The Express Tribune*, 25 August 2022.

<sup>95</sup> Mi Zhou, *Minimum Wage Setting, Implementation and Working Conditions in Formal and Informal Sectors of the Garment Industry in Pakistan* (ILO, 2016).

<sup>96</sup> Patricia Gossman, "Glimmer of Hope for Pakistani Workers", *Human Rights Watch* (blog), 4 February 2022.

<sup>97</sup> Cited in Government of Pakistan, Ministry of Overseas Pakistanis and Human Resource Development, International Labour Standards Unit, "GSP+ and Compliance with Fundamental Labour Standards: Pakistan's Case (2014–22)", 2016.

Pakistan's gender pay gap in 2018–19 was the highest hourly average gender pay gap of all 73 countries covered by the report, and more than twice the global average (bearing in mind that most women workers in Pakistan are in the informal economy, beyond the reach of minimum wage provisions). The latest Labour Force Survey 2020–21 indicates that the average nominal wage for women workers in formal employment was above the announced minimum wage of 17,500 rupees per month. This marks another improvement compared to past figures.<sup>98</sup> There has also been some progress at the legislative level. In their newly enacted legislation on the payment of wages, the Governments of Khyber Pakhtunkhwa, Sindh and Balochistan, require equal pay for work of equal value. However, the actual gender wage gap is much higher than reflected in official statistics, for two key reasons. First, because the gender wage gap is only calculated for formal employees, just 34.5 per cent of whom are women, and second because of the large number of women workers who are engaged as unpaid contributing family workers (56 per cent of total female employment in 2020–21).<sup>99</sup>

## ► 2.4. Ratification and implementation of international labour standards

The ratification and application of international labour standards provides a cornerstone for advancing the Decent Work Agenda at the national level. As of 2022, Pakistan had ratified 36 ILO Conventions, 30 of which are in force (54 up-to-date Conventions and Protocols had not yet been ratified as of February 2023). Among the Conventions Pakistan has ratified are eight of the 10 Fundamental Conventions, which include OSH-related Conventions No. 155 and No. 187 as of 2021<sup>100</sup> (see Annex 3 for details). It is important to note in this context that the Protocol of 2014 to the Forced Labour Convention, 1930, has not yet been ratified.

The 18th Amendment to Pakistan's Constitution in 2010 strengthened the legal basis for further progress by explicitly providing for labour equality (Article 25) and securing humane working conditions (Article 37(e)). Since devolution means that all labour laws are now adopted at the provincial level according to the Constitution (see section 2.6.1), the ILO has recently conducted nine studies on prospective Conventions for future ratification.<sup>101</sup> The ILO's Governing Body has requested Pakistan to consider ratifying up-to-date instruments based on the work of the Standards Review Mechanism Tripartite Working Group (SRM TWG) and the Special Tripartite Commission (STC).<sup>102</sup>

<sup>98</sup> Iftikhar Ahmad, "GSP+ and Labour Rights in Pakistan", *The News on Sunday*, 3 July 2022.

<sup>99</sup> Government of Pakistan, Pakistan Bureau of Statistics, *Labour Force Survey 2020–21*, 2022.

<sup>100</sup> ILO, "Ratifications for Pakistan", ILO NORMLEX database, accessed 23 April 2023.

<sup>101</sup> The Conventions concerned are the Part-Time Work Convention, 1994 (No. 175), the Safety and Health in Mines Convention, 1995 (No. 176), the Maternity Protection Convention, 2000 (No. 183), the Maritime Labour Convention, 2006 (MLC, 2006), the Domestic Workers Convention, 2011 (No. 189), the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Employment Injury Benefits Convention, 1964 (No. 121), the Nursing Personnel Convention, 1977 (No. 149) and the Protocol of 2014 to the Forced Labour Convention, 1930.

<sup>102</sup> The following urgent ratifications are recommended by the ILO's Governing Body, based on (i) decisions of the Standards Review Mechanism Tripartite Working Group (SRM TWG) and Special Tripartite Committee (STC-MLC) and (ii) the rationale that they will enable Pakistan to avoid a gap in regulation after the abrogation of outdated Conventions ratified by Pakistan:

- The Occupational Safety and Health Convention, 1981 (No. 155), the Protocol of 2002 to the Occupational Safety and Health Convention, 1981, the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), the Occupational Health Services Convention, 1985 (No. 161) and the Safety and Health in Mines Convention, 1995 (No. 176) in place of the Underground Work (Women) Convention, 1935 (No. 45).
- The Private Employment Agencies Convention, 1997 (No. 181) in place of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96).
- The Social Security (Minimum Standards) Convention, 1952 (No. 102) (Part IV) or the Employment Injury Benefits Convention, 1964 (No. 121) in place of the Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18).



In this context, Conventions prioritized for ratification by the Government of Pakistan as of 2022 include the Part-Time Work Convention, 1994 (No. 175), the Maternity Protection Convention, 2000 (No. 183), the Domestic Workers Convention, 2011 (No. 189), and the Marine Labour Convention (MLC), 2006. The ratification of further Conventions is also being discussed.

A highly relevant factor for the ratification of international labour Conventions is Pakistan's status under the European Union's Generalised Scheme of Preferences (GSP+) trade arrangement. This allows eight beneficiary countries, including Pakistan, to export more than 6,000 tariff lines to the European Union, including textiles and clothing, without paying any duties. To retain GSP+ status, countries must meet international labour rights obligations in law and in practice in the areas of the right to freedom of association and collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour, the elimination of discrimination in respect of employment and occupation, and occupational safety and health. As of February 2022, this list was due to be amended to include labour inspection and tripartite consultations.

The Committee of the Application of Conventions and Recommendations (CEACR) has provided comments and recommendations to Pakistan on ratified Conventions, outlining the steps that need to be taken to achieve compliance with ratified standards.<sup>103</sup> In addition, monitoring compliance with international labour Conventions requires improving data on forced labour, trade union density and collective bargaining coverage. Pakistan's performance on the implementation of international labour Conventions has been regularly subject to observations and recommendations by the ILO's supervisory bodies. The CEACR has, inter alia, highlighted concerns with respect to freedom of association, collective bargaining, labour inspection, the gender wage gap and child labour (particularly child domestic workers).

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- The Maritime Labour Convention, 2006 (MLC, 2006) in place of the Seamen's Articles of Agreement Convention, 1926 (No. 22).

These four Conventions are currently in force in Pakistan but will be abrogated in a few years, as per the proposal of the ILO's Governing Body. Moreover, the Governing Body has proposed the following Conventions for ratification by Pakistan as a part of a targeted ratification campaign related to outdated Conventions already ratified by the country:

- The Indigenous and Tribal Peoples Convention, 1989 (No. 169), related to the outdated Indigenous and Tribal Populations Convention, 1957 (No. 107).
- The Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152), related to the outdated Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32).

The Governing Body also proposes the following to be considered for ratification by Pakistan as part of a general ratification campaign:

- Fundamental instruments: the Protocol of 2014 to the Forced Labour Convention, 1930 (which would also give momentum to the positive progress Pakistan is making towards addressing work that needs to be abolished, including forced labour and its manifestations), the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).
- Governance Conventions: the Labour Inspection (Agriculture) Convention, 1969 (No. 129) and the C.122 Employment Policy Convention, 1964 (No. 122).

The Governing Body further recommends that Pakistan consider ratifying the following up-to-date instruments as part of the general ratification campaign:

- The Protocol of 2002 to the Occupational Safety and Health Convention, 1981, the Asbestos Convention, 1986 (No. 162), the Safety and Health in Construction Convention, 1988 (No. 167), the Chemicals Convention, 1990 (No. 170) and the Prevention of Major Industrial Accidents Convention, 1993 (No. 174).
- The Labour Statistics Convention, 1985 (No. 160).
- The Employment Service Convention, 1948 (No. 88) and the Private Employment Agencies Convention, 1997 (No. 181).
- The Social Security (Minimum Standards) Convention, 1952 (No. 102) (Part II and II) and/or the Medical Care and Sickness Benefits Convention, 1969 (No. 130).

In order to improve Pakistan's ratification record – as it last ratified an ILO Convention in 2006 – the Governing Body also proposes that the Labour Statistics Convention, 1985 (No. 160) could be prioritized for early ratification, given that relevant ILO specialists have assessed Pakistan as compliant with this Convention.

<sup>103</sup> ILO, "Comments adopted by the CEACR: Pakistan", ILO NORMALEX database, accessed 23 April 2023.

In terms of labour inspection, for example, the CEACR has recommended that the Government of Pakistan should “ensure that the number of labour inspectors is sufficient to secure the effective discharge of the duties of the inspectorate, including by filling the vacant positions in each province.”

The Government of Pakistan’s response to the CEACR’s concerns in recent years has included the creation of the Government International Labour Standards Committee to coordinate work on ILS ratification and improving compliance between the federal and provincial levels. The creation of a workers’ ILS Coordinating Committee has also been proposed. In addition, two active and four pending cases remain before the ILO Committee on Freedom of Association (CFA), including complaints from 2000, 2011 and 2017. These are being addressed through informal dialogue and tripartite reconciliation by the Ministry of Overseas Pakistanis and Human Resource Development.

Pakistan’s ratification of a number of other international human rights instruments adds further weight to laws, policies and measures related to the promotion of decent work.<sup>104</sup>

## ► 2.5. Social dialogue and tripartism

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While Pakistan has ratified the ILO’s Tripartite Consultation Convention, 1976 (No. 144), it has not yet ratified the Collective Bargaining Convention, 1981 (No. 154). Tripartite architecture is in place at national and provincial levels. Its overarching components are the Federal Tripartite Consultative Committee (FTCC) and Provincial Tripartite Consultative Committees (PTCC). These bodies were set up to support and strengthen the implementation of Convention No. 144, including with respect to labour law reform and compliance. In addition, the Pakistan Tripartite Labour Conference exists as a forum, although it has not been convened at regular intervals. The country also has a number of permanent tripartite and bipartite institutions in specific thematic areas, such as the Board of Trustees of the Employees’ Old-Age Benefits Institution, the governing body of the Workers’ Welfare Fund, Workers’ Welfare Boards, Provincial Employees’ Social Security Institutions, provincial Minimum Wage Boards, the Apprenticeship Advisory Committee, the Skills Development Council, and works councils or workers management councils consisting of employers’ and workers’ representatives in every factory or establishment with 50 or more workers.

During consultations to inform the DWCP, constituents indicated that tripartite federal and provincial mechanisms are not yet functioning to their full potential, as both structural and dedicated capacity issues need to be addressed. The overall trend is one of weakening of tripartite cooperation as Pakistan emerges from the impacts of the COVID-19 pandemic and the floods in 2022. Important factors in this context include (i) capacity gaps among the ILO’s social partners, and the fact that, in general, they do not have an inclusive, diverse base of participation and provincial/sectoral representation, and (ii) women’s very low rates of participation, voice and representation at all levels.

The right to collective bargaining is recognized by law under federal and provincial Industrial Relations Acts. However, onerous requirements exist in terms of trade unions’ representativeness and the minimum number of members required to enable workers to bargain collectively. Provincial laws on the right to organize and collective bargaining (Industrial Relations Acts) prohibit certain categories of workers from organizing, bargaining collectively or going on strike.

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<sup>104</sup> A full list of the international human rights instruments Pakistan has ratified is available on the website of the Office of the United Nations High Commissioner for Human Rights (OHCHR), <https://indicators.ohchr.org>.

These include workers employed by the state administration, workers in state-owned enterprises and export processing zones (EPZs), forestry workers, hospital workers, self-employed farmers, persons employed in administrative or managerial capacities, and other categories of workers.<sup>105</sup> Provincial Industrial Relations Acts also address and limit opportunities for strikes and lockouts.

The establishment of the Workers Employers Bilateral Council of Pakistan (WEBCOP) in 2002 was intended to bring new momentum to bipartite cooperation in order to improve compliance with international labour standards and ensure these are reflected in labour law development. To date, however, the council's potential has yet to be realized, including with respect to engagement with the Government on labour laws.

Low levels of union membership in Pakistan are an important dimension of the challenges that need to be addressed to strengthen tripartite social dialogue and cooperation. Trade union density among both formal and informal economy workers is 4.1 per cent. Considering only formal economy workers, trade union density rises to 12.18 per cent.<sup>106</sup> Although data on the status of trade unions (their number, membership, collective bargaining agent status, strikes and lockouts) is not readily available, an ILO study in 2018 determined that the total number of trade unions is 7,096, and their total membership is 1.4 million.<sup>107</sup> The Government has undertaken an exercise to update this information.

Strengthening the capacity of workers' organizations at all levels, and making them inclusive and participatory – including by strengthening of women's representation and voice – has been a key focus of previous DWCPs. This remains a priority in the current period in order to facilitate harmonious industrial relations, and increase awareness and the application of workers' rights.

## ► 2.6. Labour market institutions and governance

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### 2.6.1. Devolution and labour administration/ labour market governance

The high degree of devolution to the provincial level is a highly distinctive feature of labour administration and labour market governance in Pakistan. The 18th Amendment to the Constitution in 2010 decentralized labour administration from the federal to the provincial level, including responsibility for legislating and the administration of labour laws, which already lay with the provinces. The Ministry of Overseas Pakistanis and Human Resource Development remains responsible for coordination with the provinces and overseeing provincial laws in line with international standards.

To date, the Federal Government has also retained responsibility for administering the Employees' Old-Age Benefits Institution (EOBI), created under the Employees' Old-Age Benefits Act of 1976, and the Workers' Welfare Fund (WWF), created under the Workers' Welfare Fund Ordinance of 1973. Responsibility for reporting to the Committee of the Application of Conventions and Recommendations on Pakistan's progress on the application of international labour standards also remains at the federal level with the Ministry of Overseas Pakistanis and Human Resource Development.

<sup>105</sup> For details on relevant CEACR observations, refer to its C87 Comments and C98 Comments. ILO, "[Comments adopted by the CEACR: Pakistan](#)", ILO NORMALEX database, accessed 23 April 2023.

<sup>106</sup> ILO, "[Comments adopted by the CEACR: Pakistan](#)", ILO NORMALEX database, accessed 23 April 2023.

<sup>107</sup> Zakauallah Khan Khalil, *A Profile of Trade Unionism and Industrial Relations in Pakistan* (ILO, 2018).

The ministry has several associated departments, including the National Industrial Relations Commission Islamabad, which is mandated to register trade unions based in Islamabad Capital Territory and those with a trans-provincial presence, as well as to adjudicate industrial disputes and workers' grievances. Other departments include the Bureau of Emigration and Overseas Employment and the Directorate of Workers' Education, an institution set up with the assistance of the ILO. These have been revitalized and retained at the national level to provide in-house and on-site training for workers on labour laws and human resource development.

The 18th Constitutional Amendment continues to have important implications for labour legislation and the implementation of national regulations guiding labour systems. Responsibilities devolved to provincial Departments of Labour include:<sup>108</sup>

- labour welfare, conditions of labour, provident funds, employer's liability, worker's compensation and health;
- insurance, including invalidity pensions and old age pensions;
- trade union registration, and industrial and individual labour disputes;
- setting up and conducting labour exchanges, employment information bureaux and training establishments;
- the regulation of labour and safety in mines, factories and oil fields; and
- unemployment insurance.

Post-devolution, provincial governments are also responsible for addressing a range of complex issues, including:

- increasing the number of specific labour laws and ensuring their compliance with international labour standards;
- determining the structure of labour policies and development strategies;
- increasing sectoral commitments to advance labour and employment, including in the context of limited financial resources;
- developing regulations and mechanisms to ensure labour laws' compliance with constitutional rights and national conventions;
- strengthening social security and welfare bodies;
- more effectively implementing labour laws in compliance with international labour standards;
- strengthening a hitherto inadequate system of labour inspection; and
- fixing and periodically adjusting minimum wages through Minimum Wage Boards, and ensuring their implementation.

A number of specific institutions are responsible for administering laws and implementing policies in Pakistan's provinces and administrative territories (Islamabad Capital Territory, Azad Jammu and Kashmir, and Gilgit-Baltistan). These include provincial Departments of Labour (DOL), labour courts, labour appellate tribunals, Minimum Wage Boards, Workers' Welfare Boards (WWBs) and provincial Employees' Social Security Institutions (ESSIs), among others. However, Employees' Social Security Institutions are not in place in Gilgit-Baltistan or Azad Jammu and Kashmir.<sup>109</sup>

<sup>108</sup> Government of Pakistan, *Industrial Relations Ordinance, 2011 (No. 5 of 2011)*.

<sup>109</sup> ILO, *Pakistan Decent Work Country Profile*, 2019.

The 2021 Annual Labour Inspection Report by the Government of Pakistan highlights positive developments, such as the formulation of a National Labour Protection Framework (NLPF) by the Ministry of Overseas Pakistanis and Human Resource Development, which also addresses child labour. The framework has been adopted by provincial governments through their respective provincial Tripartite Consultative Committees. Commitments in this context at the provincial level cover six key areas: child labour, forced labour, non-discrimination, freedom of association and collective bargaining, occupational safety and health, labour inspection, and social dialogue.

These areas are covered from three perspectives: legislation, institutional structures and resource allocations. In addition, as noted above, the Government has recently created an International Labour Standards Committee to align laws with international labour standards, and to coordinate between the federal and provincial levels in terms of the ratification of and reporting on these standards. The creation of a Workers' International Labour Standards Coordinating Committee has been proposed.

## 2.6.2. Labour law development and implementation

Following the process of devolution, Pakistan's provinces have engaged in the development of independent labour laws, with variable levels of alignment with international labour standards. Balochistan was the first province to enact a comprehensive customized package of labour legislation and associated rules. However, compliance with international labour standards remains problematic, and consideration by the Committee of the Application of Conventions and Recommendations is due as of February 2023. The package includes the adoption of the Industrial Relations Act of 2022, the Factories Act of 2021, the Balochistan Shops and Establishments Act of 2021, the Payment of Wages Act of 2021, the Minimum Wages Act of 2021, the Employment of Children (Prohibition & Regulation) Act of 2021, the Industrial and Commercial Employment (Standing Orders) Act of 2021, the Bonded Labour System (Abolition) Act of 2021, the Home Based Workers Act of 2022,<sup>110</sup> and the Maternity Benefits Act of 2022.<sup>111</sup> Associated rules of business have been formulated with the ILO's technical assistance.

Punjab and Sindh are starting the process of simplifying and harmonizing their provincial labour laws, and improving compliance with international labour standards. Although currently 'parked' as of January 2023, the Ministry of Overseas Pakistanis and Human Resource Development is heading a task force/committee on freedom of association and collective bargaining. It intends to formulate a model law may be formulated in consultation with social partners that addresses the concerns of the Committee of the Application of Conventions and Recommendations. Further positive legislative developments include measures to formalize the economy through protective laws such as Terms of Employment (Standing Orders) in Khyber Pakhtunkhwa, Sindh and Balochistan. These address the 'casualization' of the workforce and limit the term of contracts for contract workers. Pakistan's provinces have also enacted legislation on home-based workers (Sindh, Khyber Pakhtunkhwa and Balochistan), domestic work (Punjab and Islamabad Capital Territory) and agricultural work (Sindh).

Despite reforms at the legislative level, working conditions still require significant and sustained improvement. The lack of rules developed for the implementation of newly enacted legislation is a key challenge in this regard. For many pieces of legislation enacted since 2013, rules are still being prepared, for example in the provinces of Khyber Pakhtunkhwa and Sindh.

<sup>110</sup> Balochistan Provincial Assembly, *Balochistan Home-Based Workers Act, 2022 (Act No. VIII of 2022)*.

<sup>111</sup> Government of Balochistan, "Labour and Manpower"; Balochistan Provincial Assembly, *Balochistan Home-Based Workers Act, 2022 (Act No. VIII of 2022)*.

### 2.6.3. Labour inspection

Pakistan has ratified the Labour Inspection Convention, 1947 (No. 81). The country's labour inspection system plays a critical role in the implementation and enforcement of labour legislation. The 2020 Annual Labour Inspection Report by the Government of Pakistan indicates that there were a total of 569 labour inspectors in the country – equivalent to one labour inspector for every 20,300 formal economy workers.

The 2021 Annual Labour Inspection Report indicates that inspectors visited 194,285 workplaces. Taking into consideration the total number of workers engaged in formal or informal employment in 2021 (67.25 million), this means that there is just one labour inspector for every 118,172 workers in Pakistan.<sup>112</sup> A notable development regarding Pakistan's labour inspection capacities is a move towards a technology-based Labour Inspection Management Information Systems (LI-MIS), an approach which was developed by Punjab.

In its observations adopted in 2019, the Committee of Experts on the Application of Conventions draws attention to the key recommendations of the 2016 National Occupational Safety and Health (OSH) Profile. Published by the Ministry of Overseas Pakistanis and Human Resource Development, the profile recommends setting up independent labour inspection authorities with sufficient human and financial resources. The CEACR has also urged the Government of Pakistan to increase the number of labour inspectors, and to ensure the availability of accurate information on the number of labour inspectors in each province.

Other important issues raised by the CEACR include the need to impose dissuasive penalties, ensure labour inspectors' right to freely access workplaces,<sup>113</sup> increase the level of qualifications and training for labour inspectors, provide them with allowances and adequate access to transportation, and strengthen the notification of industrial accidents and occupational diseases.<sup>114</sup>

### 2.6.4. Labour disputes resolution

Industrial Relations (IR) Acts, and other federal and provincial legislation, provides a framework for collective bargaining and the resolution of labour grievances and disputes. Inter alia, Industrial Relations Acts make provisions for the registration of trade unions, the certification of collective bargaining agents, the election or appointment of shop stewards, and the establishment of works councils or workers' management councils, comprised of employers' and workers' representatives. They also make provisions for workers' participation in management, the creation of joint management boards, the prohibition of unfair labour practices on by employers, workers or unions, individual workers' pursuit of grievances – either by themselves or through a shop steward, a collective bargaining agent, the National Industrial Relations Commission (NIRC) or a provincial labour court – the negotiation of collective agreements between employers and unions certified as collective bargaining agents, and the referral of industrial disputes for compulsory conciliation. Where disputes remain unresolved, they can either be referred to private arbitration, or proceedings can proceed at the National Industrial Relations Commission<sup>115</sup> or in a provincial labour court.

<sup>112</sup> The number of labour inspectors per worker is the only internationally comparable indicator currently available in this context. The ILO's policy and technical advisory services offer reasonable benchmarks on the number of labour inspectors per number of workers, which should approach 1 inspector per 10,000 workers in industrial market economies, 1 inspector per 15,000 workers in industrializing economies, 1 inspector per 20,000 in transition economies, and 1 inspector per 40,000 in less developed countries. International Labour Office Governing Body, *Strategies and Practice for Labour Inspection*, GB.297/ESP/3, 2006.

<sup>113</sup> CEACR, "Observation (CEACR) – adopted 2020, published 109th ILC session (2021)", ILO NORMALEX database, accessed 23 April 2023.

<sup>114</sup> CEACR, "Direct Request (CEACR) – adopted 2020, published 109th ILC session (2021)", ILO NORMALEX database, accessed 23 April 2023.

<sup>115</sup> Whether a dispute, grievance or unfair labour practice complaint is dealt with by the National Industrial Relations Commission or by a provincial labour court depends on where the workers involved are employed and whether the employer conducts business in more than one province.

The commission has the jurisdiction to address unfair labour practices, individual grievances and industrial disputes in Islamabad Capital Territory, as well as in trans-provincial establishments where the dispute is not confined to purely local matters.

Labour dispute resolution mechanisms and labour administration functions in Pakistan's provinces are more extensive than those at the federal level, largely as a result of the devolution of labour matters to the provinces under the 18th Amendment to the Constitution.

Provincial Departments of Labour provide labour inspection services and perform conciliation functions in relation to industrial disputes, as well as providing general oversight of labour developments and disputes. In addition, wage authorities and other bodies address wage and entitlement-related complaints. Provincial labour courts also have the jurisdiction to hear appeals from wage authorities and provincial registrars of trade unions.

Pakistan's disputes resolution system faces several challenges that require urgent attention. Proceedings in labour courts can be lengthy and expensive, leading to a current backlog of some 1.7 million pending cases. Cases can take decades to resolve. Furthermore, as of March 2021, only 30 functional labour courts addressed dispute settlement and the violation of workers' rights for a workforce of 71.76 million, of whom 67.25 million are employed.<sup>116</sup> While members of the courts and tribunals used to include representatives of employers, workers and the Government, the system has shifted away from a tripartite approach. Instead, judges are appointed by provincial governments to perform adjudication functions.<sup>117</sup>

Alternative dispute resolution (ADR) is gaining more attention in this context. Related legislation has been adopted in Islamabad Capital Territory (2017), Punjab (2019) and Sindh (2018). Since 2017, the Lahore High Court (LHC) in Punjab has initiated mainstream 'court-annexed mediation', a procedure whereby judges refer cases to mediators assigned by the Lahore High Court. Official Alternative Dispute Resolution Centres are operational in all 36 districts of Punjab, staffed by judges who serve as mediators.<sup>118</sup>

## ► 2.7. Promoting social protection coverage for all

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Spending on social protection by Pakistan's federal and provincial governments amounted to 2.36 per cent of GDP in 2016–17, which is low by international standards. Roughly 9.2 per cent of the population is covered by at least one kind of social protection benefit, significantly lower than the global average of 46.9 per cent. The ILO's 2021 Social Protection Profile of Pakistan highlights further challenges that require attention. These include low levels of population coverage, inadequate benefit levels, the limited scope of coverage (for example, the lack of unemployment insurance), limited fiscal space, weak central-provincial coordination for both contributory and non-contributory schemes, and a low contribution rate for contributory schemes (with 0 per cent contributions by workers).

Health care is the only benefit that is universal in Pakistan. However, the quality of health services provided, and access to health care, varies across the country.<sup>119</sup> The COVID-19 pandemic has further exposed deep fissures in Pakistan's social protection arrangements, highlighting the need to rethink the policy paradigm and recalibrate the system.

<sup>116</sup> ILO, "Press Release on International Labour Standards Training for Pakistani Labour and Industrial Relations Court Judges", 1 March 2021.

<sup>117</sup> Danish Trade Union Development Agency, *Pakistan Labour Market Profile 2021–2022*, 2022.

<sup>118</sup> Danish Trade Union Development Agency, *Pakistan Labour Market Profile 2021–2022*, 2022.

<sup>119</sup> ILO, *A Social Protection Profile of Pakistan: Building an Inclusive Social Protection System*, 2021.

Most workers in Pakistan, who are largely concentrated in the informal economy, are excluded from social security coverage. For those in the formal economy who are eligible for social security, access is restricted by the small number of enterprises and workers registered with provincial Employees' Social Security Institutions (ESSIs) – just 34 per cent, or about 1.8 million workers of Pakistan's 5.27 million eligible workers.<sup>120</sup>

In terms of non-contributory schemes, the existing social protection system largely does not cover the so-called 'missing-middle' – that is, informal and unorganized workers, including self-employed and home-based workers, who are not covered by social security. The absence of unemployment benefits and a non-citizen's pension adds to their vulnerability. However, it is important to note that domestic workers are covered under Provincial Employees' Social Security Ordinances. A lack of funding for poverty reduction programmes is another major constraint, with funds for this purpose amounting to just 2 per cent of Pakistan's GDP.<sup>121</sup>

Nevertheless, promising developments are underway through an array of social protection and poverty reduction programmes such as the Benazir Income Support Programme (BISP), the Ehsaas programme, and Pakistan *Bait-ul-Mal* (PBM). These include the extension of social protection coverage to vulnerable people, including older persons, persons with disabilities, children, women and widows. However, these social protection programmes are not yet available to non-nationals, such as refugees or stateless persons. The lack of the portability of benefits for migrant workers is also an issue. Dependants of migrant workers employed in a province other than their native province are not able to access social protection benefits.

The Ehsaas ('Compassion') programme, launched in 2019, has been a major breakthrough in this context. It demonstrates that change is possible, including greater institutional coherence and coordination. Ehsaas has enhanced the coherence and coordination of some 134 previously fragmented and insufficiently managed social protection programmes, which were prone to political manipulation. The initiative builds on the framework developed under the Benazir Income Support Programme, one of South Asia's largest cash transfer programmes and Pakistan's flagship social protection initiative. The programme currently covers 5.7 million ultra-poor families by providing women with unconditional cash transfers.

## ► 2.8. Skills training and employment opportunities for young people

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Almost 3 million young people enter Pakistan's job market each year. The country has 3,740 TVET institutions, including 2,100 private sector institutions. Of the total number of existing TVET institutions, 1,370 cater solely to women. These institutions offer 437,000 training places every year, which is insufficient to meet the demands of a growing population and to provide the population with market-ready skills.<sup>122</sup> Women's enrolment in TVET has improved – rising from 14,000 to 121,000 women enrolled between 2000 and 2018,<sup>123</sup> due in part to multiple donor interventions. However, only one-third of TVET places are available for women.

<sup>120</sup> ILO, *Achieving the SDGs and Ending Poverty through Universal Social Protection in Pakistan: A Brief on Project Outcomes*, June 2021.

<sup>121</sup> Iftikhar Ahmad, "GSP+ and Labour Rights in Pakistan", *The News on Sunday*, 3 July 2022; ILO, *Mapping Social Protection Systems in Pakistan*, 2019.

<sup>122</sup> ILO, "Press Release on Priority Actions Identified to Improve Pakistan's Skills Development System", 20 May 2021.

<sup>123</sup> GIZ, *Organizational Assessment of Women TVET Institutes in Pakistan*, 2019.



Moreover, available places offer training on stereotypical conventional trades considered ‘appropriate’ for women, such as tailoring or training as beauticians, which reinforces gender stereotypes.<sup>124</sup> Pakistan’s Labour Force Survey 2020–2021 also reveals that 8.58 million young people between 15 and 24 years old are not in education, employment or training (NEET). There are twice as many young women in this category as young men. As a result, many young women and men seeking employment face severe gaps in terms of the relevance and quality of their skills.<sup>125</sup>

ILO research further indicates a number of systemic challenges with respect to the availability, quality and effectiveness of skills development in Pakistan. These include a lack of understanding of and data on skills demands, a lack of capacity to reach out to all of the people in Pakistan, a lack of skills portability, ambiguity and overlaps in institutional arrangements, variations in the quality of training from province to province, and the sporadic engagement of private sector employers in TVET.<sup>126</sup>

The Government of Pakistan has implemented a number of initiatives to address these issues. These include adopting a Skills for All Strategy and establishing a National Vocational Qualifications Framework (NVQF) which encompasses more than 200 qualifications. The Government has also worked to improve the quality and scope of training, strengthen quality assurance, increase engagement with the private sector, and adopt competency-based training (CBT). The Employers’ Federation of Pakistan has developed a Skills 2030 Vision, which emphasizes reskilling, multiskilling and the skills relevant for the future of work.<sup>127</sup>

Youth employment has been a particular focus in this context, including the development of a National Youth Employment Policy and a Youth Employment Strategy with the ILO’s support, underpinned by the establishment of the National Steering Committee on Youth.<sup>128</sup> The Government has implemented a National Youth Development Programme, known as the Prime Minister’s (PM) Youth Employment Programme. This seeks to provide quality education, gainful employment and meaningful engagement through integrated, dynamic and sustainable pro-youth legislation, programmes and institutions. The programme consists of six core components: the Youth Entrepreneurship Scheme (YES), the Skills for All Programme, the Green Youth Movement, the National Internship Programme, Startup Pakistan, and the Youth Engagement Platform.<sup>129</sup> The ILO has also launched Start and Improve Your Business Training under the Prime Minister’s Youth Employment Programme.

## ► 2.9. Eradication of child labour and forced labour

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The multidimensional aspects of child poverty and economic distress, both greatly intensified by the COVID-19 pandemic, force millions of children into child labour in Pakistan. According to the latest Labour Force Survey 2020–21, 8.23 per cent of children between 10 and 14 years old were engaged in work (9.82 per cent of boys and 6.4 per cent of girls, marking a decline compared to previous years. Provincial analysis reveals that Punjab has the highest proportion of children between 10 and 14 years old engaged in child labour (10.32 per cent), followed by Sindh (7.16 per cent), Khyber Pakhtunkhwa (4.57 per cent) and Balochistan (4.33 per cent).<sup>130</sup>

<sup>124</sup> ILO, “Press Release on Priority Actions Identified to Improve Pakistan’s Skills Development System”, 20 May 2021.

<sup>125</sup> ILO, “Skills and Employability in Pakistan”.

<sup>126</sup> ILO, “Press Release on Priority Actions Identified to Improve Pakistan’s Skills Development System”, 20 May 2021.

<sup>127</sup> ILO, “Skills and Employability in Pakistan”.

<sup>128</sup> ILO, “Skills and Employability in Pakistan”.

<sup>129</sup> ILO, “Skills and Employability in Pakistan”.

<sup>130</sup> Updated provincial figures may be provided by Child Labour Surveys conducted in Pakistan’s provinces in 2022–23. Reports for Punjab and Gilgit-Baltistan were released as the DWCP was being finalized.

Child labour persists despite the fact that Article 25A of the Constitution obliges the state to provide free and compulsory quality education to children between 5 and 16 years old. However, this commitment is challenged by provincial legislation which establishes the age of 14 as the minimum age for admission to employment. The Committee of the Application of Conventions and Recommendations has requested Pakistan to raise the minimum age for admission to employment to 16 years old, in line with the age for the completion of compulsory schooling.<sup>131</sup>

It has also provided other recommendations on changes required for legislation and in practice to comply with Conventions No. 138, No. 182, No. 29 and No. 105.

The National Strategic Framework to Eliminate Child and Bonded Labour of 2017 lies at the heart of Pakistan's efforts to eliminate child labour and forced labour. The strategy underpins 18 recommendations for action by the provinces. In line with these recommendations, provincial Departments of Labour are taking steps to develop and strengthen legislation, rules and regulations, enforce laws, and implement policies and action plans. These steps are based on targets set and implemented in coordination between districts and departments at the provincial level, while reporting to the Ministry of Overseas Pakistanis and Human Resource Development.

The provinces of Punjab and Sindh have constituted and notified District Vigilance Committees (DVCs) which work in all of the districts of both provinces to address child and forced labour. Khyber Pakhtunkhwa and Balochistan are also in process of forming such committees. However, the enforcement of legislation on child labour is weak, largely because of the ineffectiveness of District Vigilance Committees in many districts.<sup>132</sup> Further steps taken to date include: (i) the establishment of provincial Child and Bonded Labour Units in Punjab, Sindh, Khyber Pakhtunkhwa and Balochistan, (ii) constituting provincial Committees on Child Labour and updating lists of hazardous occupations in Punjab, Khyber Pakhtunkhwa and Sindh, with efforts also underway in Balochistan, and (iii) efforts at the provincial level to strengthen institutional mechanisms and capacities for inspection, the enforcement of labour laws on child and bonded labour, and extending the coverage of labour laws on child and bonded to sectors that are not yet covered.

Initiatives to address child labour are hampered by a lack of data, particularly on children between 5 and 14 years old. Child Labour Surveys – completed in Punjab and Gilgit-Baltistan, and underway in other provinces and territories as of 2023 – will help to bridge data gaps. The significant number of children in Pakistan whose births go unregistered are even less protected from child labour, employment in hazardous industries, early and forced marriage, recruitment by armed groups, illegal adoption and trafficking.

Similarly, very limited data is available on forced labour, which is not officially documented by Pakistan's Labour Force Surveys. Independent research reveals that brick kilns, agriculture and domestic work are hotspots for forced and compulsory labour, despite legislation banning such practices in Sindh, Khyber Pakhtunkhwa and Balochistan. The estimated number of persons trapped in modern forms of slavery increased from around 2 million in 2014 to 3.19 million in Pakistan in 2018, according to the Global Slavery Index.<sup>133</sup>

As a result, Pakistan is currently off-track to achieve SDG target 8.7, to *“eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour.”* Important foundations for accelerating progress include the efforts mentioned above to update the evidence base on child labour, as well as the ILO's 2021 gap analysis on Pakistan's compliance with the Protocol of 2014 to the Forced Labour Convention, 1930 (No. 29), which was followed by a successful tripartite validation workshop in August 2021. Ratification is currently being discussed by the Government of Pakistan and social partners.

<sup>131</sup> CEACR, *“Direct Request (CEACR) – adopted 2020, published 109th ILC session (2021)”*, ILO NORMALEX database, accessed 23 April 2023.

<sup>132</sup> Iftikhar Ahmad, *“GSP+ and Labour Rights in Pakistan”*, *The News on Sunday*, 3 July 2022.

<sup>133</sup> Global Slavery Index, *“Country Data 2018: Pakistan”*.

## ► 2.10. Occupational safety and health

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At its 110th Session in June 2022, the International Labour Conference (ILC) decided to amend paragraph 2 of the ILO Declaration on Fundamental Principles and Rights at Work of 1998, to make “*a safe and healthy working environment*” a fifth fundamental principle and right at work. The Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for the Occupational Safety and Health Convention, 2006 (No. 187) were consequentially adopted as Fundamental Conventions. Associated amendments were made to the ILO Declaration on Social Justice for a Fair Globalization of 2008 and the Global Jobs Pact of 2009.

Occupational safety and health (OSH) is a critical area of systemic decent work deficits in Pakistan, in both the formal and informal economy. Many sectors – including manufacturing, construction, mining, agriculture and fishing – face significant challenges in terms of OSH risks and hazards. According to ILO reports, 2.2 million people die every year from work-related accidents or illness, more than 270 million workers are injured and an estimated 160 million suffer work-related illness globally.<sup>134</sup> While the incidence of occupational accidents decreased from 4.3 per cent of workers per year to 2.7 per cent in 2021 in Pakistan, on average every 37th worker in Pakistan experiences an occupational accident or injury each year.<sup>135</sup>

As above noted, in 2019 the Committee of Experts on the Application of Conventions drew attention to the need to increase the number of labour inspectors in Pakistan, particularly to address OSH issues in the workplace. A National Tripartite OSH Workshop in September 2022 discussed Pakistan’s level of compliance with Conventions No. 155 and No. 187, and supported their ratification. The workshop further highlighted the need to develop OSH policies in provinces that do not yet have these in place. It also emphasized the need to upgrade the labour inspection systems, promote and strengthen Employer-Worker OSH Committee activities in the workplace, and strengthen occupational accident and disease reporting systems, among other priority areas for action.

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<sup>134</sup> Iftikhar Ahmad, “GSP+ and Labour Rights in Pakistan”, *The News on Sunday*, 3 July 2022.

<sup>135</sup> Iftikhar Ahmad, “GSP+ and Labour Rights in Pakistan”, *The News on Sunday*, 3 July 2022.



# 3 Priorities and country programme outcomes

## ► 3.1. Decent work and the UNSDCF theory of change

The sustainable development pathway for Pakistan – as analysed and captured in the United Nations Sustainable Development Cooperation Framework 2023–2027’s (UNSDCF) theory of change (see table 1, below), as well as in Pakistan’s national sustainable development framework and related plans – builds on common priorities and commitments to building more effective public institutions and strengthening people’s capabilities and potential. This is underpinned by a foundation of environmentally sustainable production and consumption, most notably in the Indus River Basin, as well as a commitment to rights-based approaches to support and empower all people, particularly women and the most marginalized and vulnerable groups in the country.

The outcomes of the UNSDCF are designed to support Pakistan to accelerate progress on the 2030 Agenda for Sustainable Development. They aim to do so by building capacities at the national and sub-national levels, while responding to differences across Pakistan’s provinces and regions, with a focus on both immediate and longer-term development goals. Decent work and the application of the ILO’s comparative advantages within wider UN efforts are core components of the UNSDCF in Pakistan.

The UNSDCF states that, at the end of the programming cycle in 2027, Pakistan should experience positive economic, social and environmental change, which will be demonstrated through verifiable results. It is expected that, at the end of the programme cycle, the impacts identified within the UNSDCF’s theory of change will be achieved. These include the UN’s specific contributions, articulated at the output level, as well as the overarching commitment to leaving no one behind and reaching the furthest behind first.

Central to the UNSDCF’s theory of change are five outcomes, each of which has clear decent work dimensions, as discussed below in section 3.5. The UNSDCF change pathway overview, or theory of change, is set out in **table 1**, with decent work-related dimensions highlighted in bold.



- **Outcome 1: Basic Social Services** (related to SDGs 1, 2, 3, 4, 6 and 12) includes decent work elements under output 1.4 (education system delivery, including TVET) and output 1.5 (social protection system strengthening).



- **Outcome 2: Gender Equality and Women's Empowerment** (related to SDGs 4, 5, 8, 10, 16 and 17) includes decent work elements under output 2.1 (normative frameworks and data), output 2.4 (women's awareness, voice, agency and leadership) and output 2.5 (women's economic empowerment).



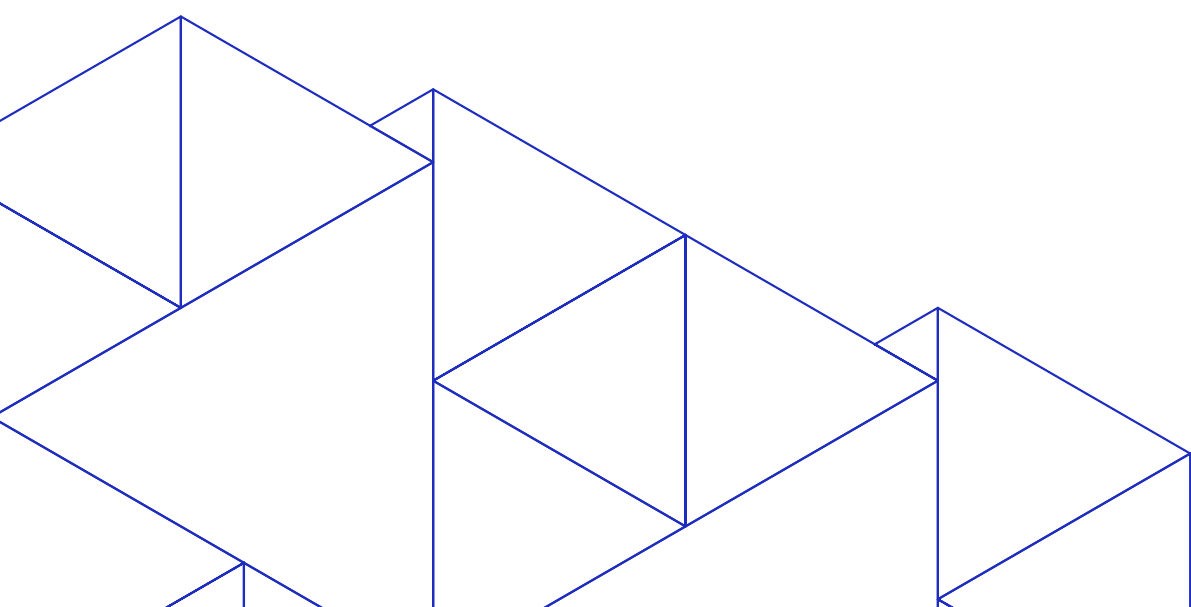
- **Outcome 3: Climate Change and the Environment** (related to SDGs 2, 6, 11, 13, 14 and 15) includes decent work elements under output 3.1 (enabling environment supports climate action).



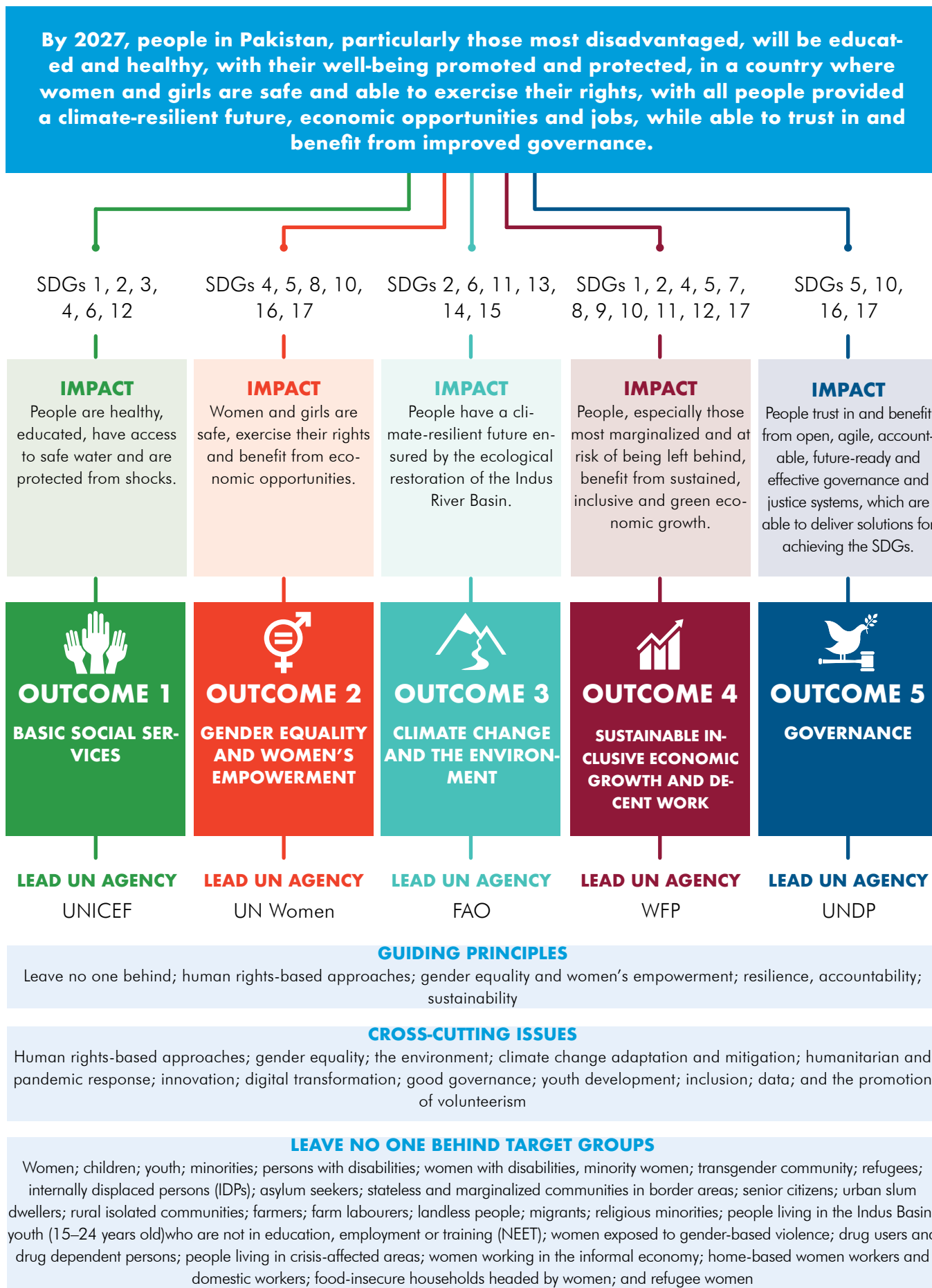
- **Outcome 4: Sustainable Inclusive Economic Growth and Decent Work** (related to SDGs 1, 2, 4, 5, 7, 8, 9, 10, 11, 12 and 17) includes decent work elements under output 1.1 (sustainable green economic growth and decent work), output 1.2 (decent employment opportunities), output 1.3 (enabling sustainable business environment and financing for development), output 1.4 (enhanced productivity and employability), output 1.5 (women's economic empowerment in the world of work) and output 1.6 (decent work and worker's rights).



- **Outcome 5: Governance** (related to SDGs 5, 10, 16 and 17) includes decent work elements under output 5.1 (legal policy frameworks support inclusive systems and institutions for equitable service delivery) and output 5.3 (awareness and attainment of rights).



► Table 1. UNSDCF change pathway overview: Theory of change



## ► 3.2. DWCP theory of change in support of the UNSDCF

### 3.2.1. Overview

The following DWCP theory of change will guide the ILO’s contributions to the implementation of the Decent Work Agenda within the context of the UNSDCF’s goal and outcomes in Pakistan for the 2023–27 period.

The DWCP’s overarching goal for this period is *“increased access to decent and productive work for women and men in Pakistan.”*

Supporting this goal are four inter-dependent outcomes, which reflect the ILO’s comparative advantage, as summarized below. To reinforce the alignment between the DWCP and the UNSDCF, the DWCP’s theory of change and results framework adopts (with adaptations) UNSDCF outcomes 1 and 4.

In line with the UNSDCF, the DWCP’s outcomes are aligned to, and designed to support, the implementation of the decent work-related elements of Pakistan’s Vision 2025 – particularly Pillar II (Achieving Sustained, Indigenous and Inclusive Growth) and Pillar V (Private Sector and Entrepreneurship-Led Growth) – as well all relevant policies, strategies, plans and programmes at the federal and provincial levels.

The DWCP’s outcomes further reflect the ILO’s four pillars of decent work: promoting jobs and enterprise, guaranteeing rights at work, extending social protection, and promoting social dialogue, with gender equality and leaving no one behind as cross-cutting commitments. Together and each in their own right, these pillars are crucial for advancing the entire sustainable development agenda in Pakistan.

► **Table 2. Comments on DWCP outcomes**

Outcome	Comments
<p><b>Outcome 1.1. By 2027, the Government of Pakistan and social partners have put in place broad-based, job-rich, equitable, green and gender- and disability-responsive economic recovery policies and measures to ensure decent work opportunities for all, especially those most affected by the impacts of crises and traditionally left behind.</b></p> <p><i>(Adapted from UNSDCF outcome 4).</i></p>	<p>This outcome aims to put the Decent Work Agenda and social justice at the centre of national efforts, supported by the UN in Pakistan, to recover economically from the COVID-19 pandemic, major floods in 2022, other natural disasters, and the impacts of crises. In doing so, the ILO will contribute to strengthening the policy, legal, institutional and programmatic frameworks and capacities needed to ensure that Pakistan achieves decent work priorities and the decent work-related components of the SDGs.</p>

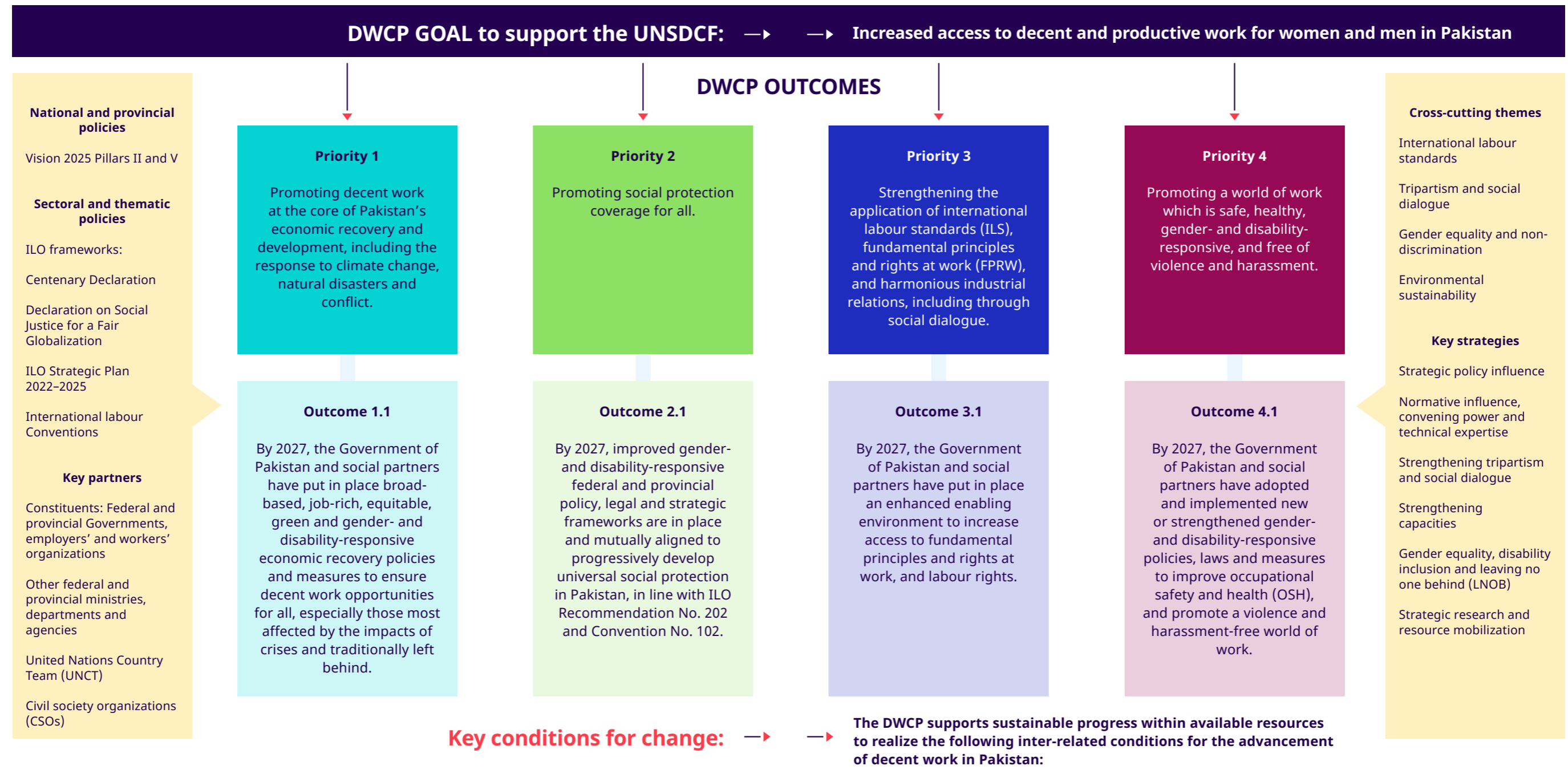


Outcome	Comments
<p><b>Outcome 2.1. By 2027, improved gender- and disability-responsive federal and provincial policy, legal and strategic frameworks are in place and mutually aligned to progressively develop universal social protection in Pakistan, in line with ILO Recommendation No. 202 and Convention No. 102.</b></p> <p><i>(Adapted from UNSDCF outcome 1).</i></p>	<p>Recognizing that the right to social protection is a fundamental right, this DWCP outcome will support Pakistan’s progression towards universal social protection, including for the majority of women and men workers who are concentrated in the informal economy. Without universal and sustainable social protection, women and men workers in Pakistan, especially in the informal economy, remain vulnerable to the negative impacts of economic, climate change-related and other shocks. This undermines their prospects of enjoying the benefits of decent work.</p>
<p><b>Outcome 3.1. By 2027, the Government of Pakistan and social partners have put in place an enhanced enabling environment to increase access to fundamental principles and rights at work, and labour rights.</b></p> <p><i>(Linked to UNSDCF outcomes 4 and 5).</i></p>	<p>Fundamental principles and rights at work underpin the ILO’s focus across all sectors of the informal and formal economy in terms of the application of international labour standards in practice, in order to ensure that the rights of all women and men workers are promoted and protected within the world of work.</p>
<p><b>Outcome 4.1. By 2027, the Government of Pakistan and social partners have adopted and implemented new or strengthened gender- and disability-responsive policies, laws and measures to improve occupational safety and health (OSH), and promote a violence and harassment-free world of work.</b></p> <p><i>(Linked to UNSDCF outcome 2).</i></p>	<p>Occupational safety and health deficits, violence and harassment remain critical issues that undermine decent work in informal and formal workplaces, as well as the wider world of work across Pakistan. If these issues are not effectively addressed, the rights and dignity of all workers, particularly of women workers, remains compromised and it will not be possible to fully achieve outcomes 1, 2 or 3.</p>

In implementing the DWCP’s four outcomes within the broader framework of the UNSDCF, the ILO will draw on its global normative decent work mandate. This is centred on the promotion of social justice, international labour standards and social dialogue, its unique tripartite base, and its decent work expertise, in order to promote decent work for all in Pakistan.

The following **DWCP theory of change diagram (see figure 1)** sets out the key inter-related conditions which are relevant for achieving the DWCP’s goal and outcomes over time, the outputs that will support each outcome, as well relevant enabling policy and normative frameworks, key partners, cross-cutting themes, key strategies and SDG alignment. The outputs are derived from the UNSDCF, where relevant, and supplemented with additional outputs, where necessary.

► Figure 1. DWCP theory of change diagram



**IF** sustainable, green, equitable and inclusive growth is accelerated as a driver of economic recovery from crises;

**IF** equitable and inclusive opportunities are increased for decent, green and productive jobs;

**IF** more women and men workers have increased opportunities to transition from informal to formal work;

**IF** women's labour market participation is increased, supported by an expanded care economy and women-friendly workplaces and wider world of work;

**IF** more women and men workers have skills to meet market demands and improve their employability, including in the context of the fourth industrial revolution (4IR);

**IF** productivity is increased, including in micro, small and medium-sized enterprises (MSMEs), with benefits more equitably shared between employers and workers;

**IF** a just transition towards an environmentally sustainable economy and employment is accelerated;

**IF** the application of minimum wage provision is universalized over time, and wages are set and implemented at an adequate level through full consultation for various work arrangements;

**IF** progress is made towards an inclusive, gender-responsive, equitable and sustainably financed universal social protection system, based on a social protection floor and life-cycle approach;

**IF** fundamental principles and rights at work, as enshrined in international labour standards, are better respected and applied, with the increased ratification of ILO Conventions;

**IF** labour laws and rules are more compliant with international labour standards, are more consistent across the federal and provincial levels, and are better applied;

**IF** labour market governance and administration policies and institutions function more effectively and accountably at all levels;

**IF** social dialogue and the country's tripartite and bipartite architecture and processes function more effectively at all levels;

**IF** progress is accelerated towards gender equality and women's empowerment in the world of work, including through initiatives to rebalance unpaid care responsibilities and increase women's voice, representation and leadership;

**IF** the world of work is increasingly safe, healthy, and free from violence and harassment, and the worst forms child labour and forced labour are progressively eliminated;

**IF** access to decent work, quality services and social protection is increased for migrant workers, including returnees; and

**IF** employers' and workers' organizations have strengthened capacities to represent and serve their members effectively in the areas mentioned above,

**THEN more women and men, especially in the informal economy, will benefit from increased opportunities for decent work in Pakistan.**

► **Table 3. DWCP goal, priorities, outcomes and outputs supporting the theory of change**

Refer to the DWCP Results Matrix (Annex 1) for the full set of DWCP outcomes, output, indicators and targets.

<p><b>Pakistan policy, strategy and planning alignments</b></p>	<ul style="list-style-type: none"> <li>► Vision 2025 Pillar II (Achieving Sustained, Indigenous and Inclusive Growth) and Pillar V (Private Sector and Entrepreneurship-Led Growth)</li> <li>► Ehsaas Strategy, 2019, on the creation of a welfare state in Pakistan</li> <li>► Strategic Trade Policy Framework (STPF), 2020–25</li> <li>► National Gender Policy Framework, 2022</li> <li>► SME Policy, 2021</li> <li>► 12th 5-Year Plan on Employment and Skills, 2019</li> <li>► National Youth Development Plan</li> <li>► Textile and Apparel Policy 2020–2025</li> <li>► Digital Pakistan Policy, 2018</li> <li>► National Emigration and Welfare Policy for Overseas Pakistani, 2020</li> <li>► National Action Plan on Business and Human Rights 2021–2026</li> <li>► Counterpart policies, strategies and plans at the provincial level</li> </ul>
<p><b>SDG target alignment</b></p>	<ul style="list-style-type: none"> <li>► <b>SDG target 1.3</b> (social protection for all)</li> <li>► <b>SDG targets 4.3 and 4.5</b> (equitable and equal access to TVET)</li> <li>► <b>SDG target 4.4</b> (skills for employment, decent jobs and entrepreneurship)</li> <li>► <b>SDG target 5.1</b> (ending discrimination against women and girls)</li> <li>► <b>SDG target 5.2</b> (eliminating all forms of violence against all women and girls)</li> <li>► <b>SDG target 5.4</b> (recognizing and valuing unpaid care and domestic work, including through the provision of public services)</li> <li>► <b>SDG target 8.3</b> (policies to support job creation, entrepreneurship, creativity, innovation and the formalization of MSMEs)</li> <li>► <b>SDG target 8.5</b> (full and productive employment and decent work for all, and equal pay for work of equal value)</li> <li>► <b>SDG target 8.6</b> (reduce the proportion of youth not in employment, education or training)</li> <li>► <b>SDG target 8.7</b> (eradicate forced labour and end child labour in all forms)</li> </ul>

<p><b>SDG target alignment (continued)</b></p>	<ul style="list-style-type: none"> <li>► <b>SDG target 8.8</b> (labour rights and secure working environments for all, including migrant workers, especially women, and those in precarious employment)</li> <li>► <b>SDG target 10.1</b> (reduce income inequalities)</li> <li>► <b>SDG target 10.4</b> (adopt fiscal and social policies that promote equality, including wage and social protection policies).</li> </ul>
<p><b>Key ILO strategic alignment</b></p>	<ul style="list-style-type: none"> <li>► ILO Centenary Declaration for the Future of Work, 2019</li> <li>► ILO Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient, 2021</li> <li>► ILO Declaration on Social Justice for a Fair Globalization, 2008</li> <li>► ILO Strategic Plan 2022–2025</li> <li>► Preview of the Programme and Budget proposals 2024–25<sup>136</sup></li> <li>► Singapore Statement, 17th Asia and the Pacific Regional Meeting, 2022</li> <li>► International labour standards ratified by Pakistan</li> </ul>
<p><b>DWCP Goal</b></p>	<p><b>Increased access to decent and productive work for women and men in Pakistan.</b></p>
<p><b>DWCP Priority 1</b></p>	<p><b>Promoting decent work at the core of Pakistan’s economic recovery and development, including the response to climate change, natural disasters and crises.</b></p>
<p><b>DWCP Outcome 1.1</b></p>	<p><b>By 2027, the Government of Pakistan and social partners will have put in place broad-based, job-rich, equitable, green and gender and disability-responsive economic recovery policies and measures to ensure decent work opportunities for all, especially those most affected by the impacts of crises, including as a result of climate change and crises, and those traditionally left behind.</b></p> <p><i>(Adapted from UNSDCF Outcome 4).</i></p> <p><b>Aligned with SDG targets:</b></p> <ul style="list-style-type: none"> <li>► 5.1 (ending discrimination against women and girls)</li> <li>► 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)</li> <li>► 8.3 (policies to support job creation, entrepreneurship, creativity, innovation and formalization of MSMEs)</li> <li>► 8.5 (full and productive employment and decent work for all, and equal pay for work of equal value)</li> </ul>

<sup>136</sup> Presented to the ILO’s Governing Body’s 346th Session in Geneva, Switzerland, October–November 2022.

<p><b>DWCP Outcome 1.1 (continued)</b></p>	<p><b>ILO Programme and Budget (P&amp;B) 2024–25 linkages:</b></p> <p>Primary:</p> <ul style="list-style-type: none"> <li>► Outcome 7. Integrated policy and institutional responses for social justice through decent work.</li> </ul> <p>Secondary:</p> <ul style="list-style-type: none"> <li>► Outcome 1: Strong, modernized normative action for social justice</li> <li>► Outcome 3: Full and productive employment for just transitions</li> <li>► Outcome 4: Sustainable enterprises for inclusive growth and decent work</li> <li>► Outcome 5: Gender equality and equality of treatment and opportunities for all</li> </ul>
<p><b>DWCP Outputs</b></p>	<p><b>Output 1.1.1.</b> Gender- and disability-responsive, equitable, green, employment-intensive and crisis-resilient <b>employment policies, strategies and programmes</b> are adopted through social dialogue and implemented to (i) promote and create decent employment, (ii) promote the formalization of the economy in line with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), (iii) contribute to national and local crisis responses in line with the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and (iv) facilitate effective labour market transitions, particularly for women, informal workers, youth, migrant workers and vulnerable groups.</p> <p><i>(Adapted from UNSDCF outputs 4.2 and 4.3.)</i></p> <p><b>Output 1.1.2.</b> Gender- and disability-responsive policies, laws, regulations and programmes are adopted, amended and implemented to address the <b>impacts of climate change in the world of work</b> and to promote environmental sustainability in Pakistan.</p> <p><i>(Linked to UNSDCF output 3.1.)</i></p> <p><b>Output 1.1.3.</b> Women and girls, especially those most vulnerable and marginalized, benefit from a rights-based, gender-responsive enabling environment that increases <b>women’s participation in the labour market</b>, promotes gender equality and women’s economic empowerment, and strengthens women’s active participation, representation and voice in, and ability to benefit from, the world of work.</p> <p><i>(Adapted from UNSDCF outputs 2.5 and 4.5.)</i></p> <p><b>Output 1.1.4.</b> The capacities, competencies, productivity and employability of Pakistan’s human resources are increased through the provision of <b>gender- and disability-responsive and market-led skills and lifelong learning</b>, including through public-private partnerships and entrepreneurship development.</p> <p><i>(Adapted from UNSDCF outputs 4.4 and 1.4.)</i></p>

<p><b>DWCP Outputs (continued)</b></p>	<p><b>Output 1.1.5. Wage policies, including minimum wage policies,</b> are revised and applied to (i) extend coverage to currently excluded wage earners, (ii) ensure evidence-based minimum wage-setting systems, and (iii) address gender pay gaps.</p> <p><b>Output 1.1.6.</b> The collection, analysis and dissemination of <b>sex- and disability-disaggregated labour market data</b> is improved and expanded as a basis for employment policy development, skills anticipation, the design of technical and vocational education and training (TVET) and the delivery of public employment services.</p>
<p><b>Key national and provincial partners</b></p>	<ul style="list-style-type: none"> <li>► Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► The most representative organizations of employers and workers</li> <li>► Ministry of Commerce and Textiles</li> <li>► Ministry of Industries and Production</li> <li>► Ministry of Federal Education and Professional Training</li> <li>► Ministry of Planning, Development and Special Initiatives</li> <li>► Ministry of Climate Change</li> <li>► Ministry of Poverty Alleviation and Social Safety</li> <li>► Ministry of Finance, Revenue and Economic Affairs</li> <li>► Ministry of Foreign Affairs</li> <li>► Ministry of Inter-Provincial Coordination</li> <li>► Ministry of Kashmir Affairs and Gilgit-Baltistan</li> <li>► National Vocational and Technical Training Commission</li> <li>► Directorate of Workers Education</li> <li>► National Disaster Management Authority</li> <li>► Pakistan Bureau of Statistics</li> <li>► Export Development Fund</li> <li>► National and provincial Rural Support Programme</li> <li>► Provincial Departments of Labour</li> <li>► Provincial Mines and Mineral Departments</li> <li>► Provincial Planning and Development Departments</li> <li>► Provincial Industries and Commerce Departments</li> <li>► Provincial Technical Education and Vocational Training Authorities</li> <li>► Provincial Bureaux of Statistics</li> <li>► Provincial Departments of Industries</li> <li>► Provincial Minimum Wage Boards</li> </ul>

<b>DWCP Priority 2</b>	<b>Promoting social protection coverage for all.</b>
<b>DWCP Outcome 2.1</b>	<p><b>By 2027, improved gender- and disability-responsive federal and provincial policy, legal and strategic frameworks are in place and mutually aligned to progressively develop universal social protection in Pakistan, in line with ILO Recommendation No. 202 and Convention No. 102.</b></p> <p><i>(Adapted from UNSDCF outcome 1.)</i></p> <p><b>Aligned with SDG targets:</b></p> <ul style="list-style-type: none"> <li>► 1.3 (social protection for all)</li> <li>► 5.1 (ending discrimination against women and girls)</li> </ul> <p><b>ILO Programme and Budget 2024–25 linkages:</b></p> <p>Primary:</p> <ul style="list-style-type: none"> <li>► Outcome 5: Gender equality and equality of treatment and opportunities for all</li> <li>► Outcome 7: Universal social protection</li> </ul> <p>Secondary:</p> <ul style="list-style-type: none"> <li>► Outcome 1: Strong, modernized normative action for social justice</li> </ul>
<b>DWCP Outputs</b>	<p><b>Output 2.1.1.</b> Increased effectiveness and quality of <b>existing social protection schemes</b>.</p> <p><b>Output 2.1.2.</b> Expanded, gender- and disability-responsive, equitable and sustainable <b>coverage by Pakistan’s social protection system</b> of excluded and vulnerable groups.</p>
<b>Key national and provincial partners</b>	<ul style="list-style-type: none"> <li>► Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► The most representative organizations of employers and workers</li> <li>► Ministry of Poverty Alleviation and Social Safety</li> <li>► Employees’ Old-Age Benefits Institution</li> <li>► Provincial Departments of Labour</li> <li>► Provincial Employees’ Social Security Institutions</li> </ul>

<b>DWCP Priority 3</b>	<b>Strengthening the application of international labour standards (ILS), fundamental principles and rights at work (FPRW), and harmonious industrial relations, including through enhanced social dialogue.<sup>137</sup></b>
<b>DWCP Outcome 3.1</b>	<p><b>By 2027, the Government of Pakistan and social partners have put in place an enhanced enabling environment to increase access to fundamental principles and rights at work, and labour rights.</b></p> <p><i>(Linked to UNSDCF outcomes 4 and 5.)</i></p> <p><b>Aligned with SDG targets:</b></p> <ul style="list-style-type: none"> <li>► 5.1 (ending discrimination against women and girls)</li> <li>► 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)</li> <li>► 8.7 (eradicate forced labour and end child labour in all forms)</li> <li>► 8.8 (labour rights and secure working environments for all, including migrant workers, especially women, and those in precarious employment)</li> </ul> <p><b>ILO Programme and Budget 2045–25 linkages:</b></p> <p>Primary:</p> <ul style="list-style-type: none"> <li>► Outcome 1: Strong, modernized normative action for social justice</li> <li>► Outcome 2: Strong, representative and influential tripartite constituents and effective social dialogue</li> </ul> <p>Secondary:</p> <ul style="list-style-type: none"> <li>► Outcome 5: Gender equality and equality of treatment and opportunities for all</li> <li>► Outcome 8: Integrated policy and institutional responses for social justice through decent work</li> </ul>
<b>DWCP Outputs</b>	<p><b>Output 3.1.1. Increased ratification of, and strengthened reporting on, international labour standards.</b></p> <p><i>(Linked to UNSDCF output 4.6.)</i></p> <p><b>Output 3.1.2. Increased capacities and effectiveness of national and provincial institutions and processes of labour market governance, including through labour law reforms.</b></p>

<sup>137</sup> The ILO’s five fundamental principles and rights at work are (1) freedom of association and the effective recognition of the right to collective bargaining, (2) the elimination of all forms of forced or compulsory labour, (3) the effective abolition of child labour, (4) the elimination of discrimination in respect of employment and occupation, and (5) a safe and healthy working environment.



<p><b>DWCP Outputs (continued)</b></p>	<p><b>Output 3.1.3.</b> Enhanced <b>application of, and compliance with, international labour standards</b>, in line with recommendations of the ILO’s supervisory bodies through strengthened (i) labour inspection for improved compliance with labour legislation, and (ii) labour dispute resolution mechanisms and procedures.</p> <p><b>Output 3.1.4.</b> New and strengthened gender- and disability-responsive and harmonized policies, strategies and plans are in place to implement international and national commitments to eliminate (in particular) the <b>worst forms of child labour</b>, including child domestic labour, and <b>forced labour</b>.</p> <p><b>Output 3.1.5.</b> Federal and provincial <b>tripartite and bipartite social dialogue mechanisms and processes</b> function effectively to support social and economic development, supported by increased constituent capacities.</p>
<p><b>Key national and provincial partners</b></p>	<ul style="list-style-type: none"> <li>► Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► The most representative organizations of employers and workers</li> <li>► Ministry of Law and Justice</li> <li>► Ministry of Human Rights</li> <li>► National Industrial Relations Commission</li> <li>► National Institute for Labour Administration Training</li> <li>► Provincial Departments of Labour</li> </ul>
<p><b>DWCP Priority 4</b></p>	<p><b>Promoting a world of work which is safe, healthy, gender- and disability-responsive, and free of violence and harassment.</b></p>
<p><b>DWCP Outcome 4.1</b></p>	<p><b>By 2027, the Government of Pakistan and social partners have adopted and implemented new or strengthened gender- and disability-responsive policies, laws and measures to improve occupational safety and health (OSH), and promote a violence and harassment-free world of work.</b></p> <p><b>Aligned with SDG targets:</b></p> <ul style="list-style-type: none"> <li>► 5.1 (ending discrimination against women and girls)</li> <li>► 5.2 (eliminating all forms of violence against all women and girls)</li> <li>► 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)</li> <li>► 8.8 (labour rights and secure working environments for all, including migrant workers, especially women, and those in precarious employment)</li> </ul> <p><b>ILO Programme and Budget 2024–25 linkages:</b></p> <p>Primary:</p> <ul style="list-style-type: none"> <li>► Outcome 6: Protection at work for all</li> </ul>

<p><b>DWCP Outcome 4.1 (continued)</b></p>	<p>Secondary:</p> <ul style="list-style-type: none"> <li>► Outcome 1: Strong, modernized normative action for social justice</li> <li>► Outcome 5: Gender equality and equality of treatment and opportunities for all</li> <li>► Outcome 8: Integrated policy and institutional responses for social justice through decent work</li> </ul>
<p><b>DWCP Outputs</b></p>	<p><b>Output 4.1.1.</b> Improved gender- and disability-responsive provincial policies, laws, systems, programmes and capacities to address <b>OSH deficits</b> in the workplace.</p> <p><b>Output 4.1.2.</b> Reduced <b>violence and harassment in the world of work</b> is achieved through promoting and facilitating (i) women’s economic empowerment, (ii) increased women’s representation and voice in the world of work, and (iii) strengthened awareness and relevant capacities of national and provincial institutions, employers’ and workers’ organizations and individual companies. <i>(Adapted from UNSDCF output 4.5.)</i></p> <p><b>Output 4.1.3.</b> Strengthened gender- and disability-responsive policies and programmes provide for <b>safe and violence-free working conditions for migrant workers</b> through fair recruitment, safe and orderly migration, and socio-economic reintegration.</p>
<p><b>Key national and provincial partners</b></p>	<ul style="list-style-type: none"> <li>► Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► The most representative organizations of employers and workers</li> <li>► National Commission on the Status of Women</li> <li>► Federal Ombudsman Secretariat for Protection against Harassment</li> <li>► Provincial Departments of Labour</li> <li>► Provincial Commissions on the Status of Women</li> <li>► Provincial Women Development Departments</li> <li>► Centre for Improvement of Working Conditions and Environment</li> </ul>

### 3.2.2. ILO comparative advantage

Social dialogue, tripartism and international labour standards are at the heart of the ILO’s mandate. This gives the organization a strong comparative advantage, which will support it to implement the DWCP’s outcomes, alongside other national and international actors engaged in promoting socio-economic development in Pakistan at the national and provincial levels.

Social dialogue and tripartism are the cornerstone for the engagement of and cooperation with the ILO’s constituents and other stakeholders around shared interests and priorities, with a view to promoting and implementing the Decent Work Agenda in Pakistan.

Social dialogue can take tripartite forms, including through national and provincial mechanisms such as the Federal Tripartite Consultative Committee and Provincial Tripartite Consultative Committees, as well as bipartite forms through collective bargaining and other levels of engagement between employers and workers.

International labour standards offer a crucial basis for, and guidance on, promoting opportunities for women and men to secure decent and productive work in conditions of freedom, equity, security and dignity. They are an essential component of ensuring that economic growth provides benefits for all.

Together, social dialogue, tripartism and international labour standards help to maximize the impact of constituents' joint contributions to Pakistan's recovery from the COVID-19 pandemic and the 2022 floods, and the country's achievement of its long-term development goals and the SDGs, all while ensuring that labour rights are respected, gender equality is enhanced and that no one is left behind.

These comparative advantages are reinforced by the ILO's convening power among stakeholders across the world of work in Pakistan. This was manifest in the development of the DWCP, as well as in the longstanding engagement of the ILO Country Office with the Government of Pakistan and social partners. It is also clear in the ILO's distinctive decent work-related, normative and technical expertise, and its ability to draw on and apply global and regional expertise and experience to support Pakistan to meet its national development priorities and objectives, with a focus on decent work for all.

### 3.2.3. Building on lessons learned from past DWCPs

The DWCP's theory of change builds on and carries forwards the progress of, and lessons learned from, previous country programmes in Pakistan.

In September 2020, the mid-term review of the DWCP III's implementation DWCP III found that the programme was aligned with the evaluation criteria developed by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). These criteria are relevance, coherence, effectiveness, efficiency, impact and sustainability. A number of lessons from this review informed the design and implementation of the present DWCP IV. These highlight the importance and value of:

- Strengthening the DWCP's focus by emphasizing priority areas where constituent partners have a comparative advantage, as well as reviewing the number and type of outcomes, outputs and indicators.
- Continuing to strengthen monitoring, evaluation and learning systems to contribute to accountability and the continuous improvement of programme delivery.
- Continuing to expand opportunities for engagement at the provincial level.
- Increasing attention to sustainable impact, including through an impact study or assessments of capacity building initiatives.
- Expanding the range of partners with whom the ILO works.

A high-level ILO evaluation of the implementation of DWCPs in Pakistan, Bangladesh, Nepal and Sri Lanka in June 2021 identified further lessons which are relevant to DWCP IV. These highlight the importance and value of:

- Achieving a balanced distribution of ILO technical assistance and resources between constituents and national and sub-national governance levels.

- ▶ Focusing on work streams that are critical for medium-term recovery from COVID-19.
- ▶ Developing future intervention strategies in ways that favour operational and thematic synergies, and that facilitate resource-sharing between ILO projects and with sister UN agencies.
- ▶ Seeking donor funding streams and UN agency partnerships for longer duration and larger scale projects.
- ▶ Continuing to strengthen the effectiveness and efficiency of ILO Country Offices, including with respect to monitoring the DWCP's progress.

### ▶ 3.3. DWCP contributions to UNSDCF outcomes

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Guided by the DWCP's theory of change, outlined above, the country programme will contribute to each UNSDCF outcome in the following specific ways.



#### DWCP contributions to achieving UNSDCF outcome 1 (Basic Social Services)

The ILO will contribute to two priority areas under UNSDCF outcome 1: (i) social protection and (ii) skills development, as follows.

#### Gender-responsive and equitable access to and utilization of universal, quality, sustainable and inclusive social protection

Under the DWCP, the ILO will contribute to:

- ▶ Strengthening gender-responsive policy, legal and strategic frameworks at the federal and provincial levels for the progressive development of universal social protection in Pakistan, in line with ILO Recommendation No. 202. This will include:
  - supporting the strengthening of gender-responsive federal and provincial legal frameworks, policies and strategies for social protection through social dialogue; and
  - ensuring linkages with other key elements of the Decent Work Agenda, including minimum wage levels and the eradication of child labour.
- ▶ Increasing the effectiveness and quality of existing social protection schemes, included through strengthened institutional frameworks and coordination. This will include:
  - contributing to strengthening the capacities of selected existing social protection schemes to improve effectiveness and efficiency; and
  - contributing to greater coordination and coherence between existing social protection laws and schemes at the federal/provincial and provincial/provincial levels.
- ▶ Expanding gender-responsive, equitable and sustainable coverage by Pakistan's social protection system of excluded and vulnerable groups. This will include:

- contributing to the development and strengthening of integrated policies and measures at the federal and provincial levels to extend social protection coverage in targeted areas; and
- focusing, as a priority, on: women, persons with disabilities, unemployed persons, self-employed and informal workers, gig and platform economy workers (new forms of employment), domestic and home-based workers, sanitation workers, refugees and host populations affected by conflict, natural disasters and other crises, women and men migrant workers abroad through Memoranda of Understanding (MOUs) and other country-to-country agreements, and other vulnerable groups.

## Lifelong, gender-responsive market-led technical and vocational education and training (TVET), including entrepreneurship development

Under the DWCP, the ILO will contribute to:

- Strengthening and ensuring better coordinated gender-responsive TVET policies at the federal and provincial levels.
- Increasing the availability and inclusiveness of TVET and skills development programmes (including online programmes), including at the workplace level. This will involve a focus on participation by women, informal workers, youth, migrant workers and other vulnerable groups, particularly those based in disadvantaged areas and affected by humanitarian or emergency situations.
- Increasing the quality and relevance of market-led life-long learning and skills development, including through workplace-based learning (including apprenticeships), public-private partnerships (PPPs), expanded capacities for the recognition of prior learning (RPL), and the prioritization of digital and green skills development.
- Improving TVET governance, including the private sector's engagement, and increased coherence and coordination between the provinces and at the federal-provincial level.
- Strengthening the capacities of constituents and other relevant bodies on skills anticipation and promoting gender equality.
- Enhancing gender- and disability-responsive labour market programmes.
- Improving and expanding gender- and disability-responsive public employment services (PES).
- Increasing the portability of skills and skills' certification, both within Pakistan and abroad.



### DWCP contributions to achieving UNSDCF outcome 2 (Gender Equality and Women's Empowerment)

In addition to the mainstreaming gender equality and women's empowerment across all DWCP outcomes, outputs, targets and activities, the ILO will advance to UNSDCF outcome 2 by contributing to:

- Increasing the awareness and capacities of ILO constituents and other key stakeholders to promote and implement international labour Conventions – No. 100, No. 111 (both ratified by Pakistan) and No. 190 – as well as domestic anti-harassment laws (such as the Protection Against

Harassment of Women at the Workplace Act of 2010), with a particular focus on the rights, safety and needs of domestic, home-based, sanitation and women migrant workers.

- Expanding women’s economic empowerment through enabling policy, legal and other initiatives that increase women’s labour market participation. This will include:
  - promoting women’s engagement in entrepreneurship through improved enabling policy and legal frameworks, increased access to relevant training, and greater access to financing, including seed-funding;
  - harnessing private sector capital to foster an enabling environment for women’s access to decent work opportunities, including financing for industry-relevant skills-building programmes and seed funding for entrepreneurial initiatives;
  - improving access to quality and affordable childcare;
  - supporting the development of the care economy, including increased decent work opportunities, skills development and certification for care workers, as well as promoting investment in key areas such as childcare, health care and care for older persons, in line with relevant international labour standards, including Conventions No. 189, No. 156 and No. 183; and
  - increasing women’s access to leadership and decision-making roles in the economy, including within ILO social partner organizations at the federal and provincial levels.
- Increasing the adoption of women-friendly policies and measures at the enterprise level, including (i) the expanded availability of quality and affordable childcare services, (ii) initiatives to encourage more equitable sharing of family responsibilities, (iii) increasing the number of women in management and supervisory roles, and (iv) initiatives to promote gender-responsive human resource policies in public and private sector organizations.
- Improving women’s mobility and access to safe private and public transport, including to and from work.
- Mainstreaming gender perspectives in data collection, distribution and analysis, especially data related to decent work in the formal and informal economy.
- Increasing contributions by the private sector and relevant government institutions (including those which provide employment benefits) to gender-disaggregated evidence bases.



### **DWCP contributions to achieving UNSDCF outcome 3 (Climate Change and the Environment)**

The ILO will support the achievement of UNSDCF outcome 3 by contributing to:

- Strengthening national and sub-national systems for reducing environmental degradation and improving climate action (UNSDCF output 3.1).
- Assisting the Government’s Living Indus initiative, including the promotion of green jobs and skills, the ‘greening’ of agricultural extension services, and enhanced environment protection by raising industries’ awareness of the safe use and disposal of industrial waste.

- Improving gender-responsive policies, laws, regulations and programmes to address the impacts of climate change in the world of work, and to promote environmental sustainability in Pakistan.
- Promoting gender-responsive policy options and ways forward to address the impacts of climate change and resilience-related challenges in the world of work in Pakistan. These will be identified by a national diagnostic study, including on the accelerated creation of green jobs and a just transition from carbon-intensive to environmentally sustainable employment.
- Supporting employment-intensive investment policies, strategies and programmes for green work and climate-resilient communities.
- Undertaking a green jobs pilot project in the brick-making sector, in which gender is mainstreamed, with a view to scaling-up and identifying lessons for other areas.
- Enhancing the capacities of federal and provincial governments, and the private sector, to develop and implement gender-responsive environmental laws and good practices within selected sectors, in line with international standards. Such efforts will seek to (i) promote smart and low carbon environmental practices to reduce water and energy footprints, and (ii) develop sector-specific environmental quality standards for improved data collection and verification against environmental standards.
- Strengthening national environmental standards in the textile and leather sectors to better comply with multilateral environmental agreements (MEAs).
- Supporting the Government and private financial institutions to introduce green finance guidelines for SMEs.



## DWCP contributions to achieving UNSDCF outcome 4 (Sustainable Inclusive Economic Growth and Decent Work)

The ILO will contribute to the achievement of UNSDCF outcome 4 by supporting:

### The development and implementation of gender-responsive and inclusive employment policies, strategies and measures at the federal and provincial levels

Under the DWCP, the ILO will contribute to:

- Advancing employment-intensive and gender-responsive investment policies and programmes to promote inclusive productive transformation and decent work. These will be designed and implemented based on crisis recovery, and will include disaster risk reduction and climate change adaptation objectives.
- Integrating gender-responsive employment and decent work measures in the national crisis response. This will be based on social dialogue and relevant international labour standards, especially the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), with the objective of promoting peace, stability and resilience through jobs and employability.
- Developing gender-responsive strategies at the federal and provincial levels to accelerate the transition from informal to formal employment, in line with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), with a focus on promoting MSME development and productivity.

- Expanding women’s economic empowerment through enabling policy, legal and other initiatives to increase women’s labour market participation (also see the ILO’s contributions to UNSDCF outcome 2).
- Developing gender-responsive policy options and ways forward to address the impacts of climate change and resilience-related challenges in the world of work in Pakistan, including through the accelerated creation of green jobs, green skills and a just transition from carbon-intensive to environmentally sustainable employment (also see the ILO’s contributions to UNSDCF outcome 3).
- Strengthening, extending and implementing wage policies, including minimum wage policies, in order to (i) extend coverage to currently excluded parts of the workforce, (ii) ensure transparent and evidence-based minimum wage-setting systems, and (iii) address gender pay gaps.
- Supporting the adoption and implementation of a gender-responsive National Youth Employment Policy and Youth Employment Strategy, supported by the establishment of the National Steering Committee on Youth.
- Improving MSME productivity and development through (i) the use of ILO tools, such as Start and Improve Your Business (SYIB) and Gender and Entrepreneurship Together – GET Ahead for Women in Enterprise (Get Ahead) in selected enterprises, (ii) the continued expansion of the pool of ILO Sustaining Competitive and Responsible Enterprises (SCORE) trainers and ILO Factory Improvement Toolset (FIT) facilitators, as well as rolling out FIT in 11 SCORE alumni enterprises in Karachi, and (iii) facilitating MSMEs’ links with national and international supply chains.
- Increasing the capacity and effectiveness of the Pakistan Business Taskforce, created to support the UNSDCF’s business-related outputs that contribute to national development objectives, including by formulating a roadmap for joint actions to this end.
- Developing and strengthening gender-responsive policies, laws and regulations to promote the fair recruitment, and safe and orderly migration of migrant workers, as well as their reintegration upon their return to Pakistan.

### **Increased awareness and the improved implementation of labour rights as ensured by international labour standards, including with respect to fundamental principles and rights at work**

Under the DWCP, the ILO will contribute to:

- Increasing the ratification of international labour standards, underpinned by the development and application of a national strategy, with the support of social partners.
- Supporting improved coordination between the federal and provincial levels with respect to the ratification of, reporting on, and application of international labour standards, including based on recommendations of the ILO’s supervisory bodies. This will be grounded on the effective functioning of the International Labour Standards Committee and improving the design and coordination of the tripartite mechanism on ILS-related issues.
- Strengthening actions by ILO constituents to address the concerns of and recommendations by the ILO’s supervisory bodies, including through required legislative changes.
- Promoting and supporting the implementation of international labour standards in prioritized international and domestic supply chains, in line with the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration), including through



(i) promoting corporate social responsibility (CSR) and responsible business conduct (RBC), and  
 (ii) supporting to employers and their organizations to meet the requirements of the European Union's GSP+ scheme and human rights due diligence.

- Increasing awareness and the implementation of the National Action Plan for Business and Human Rights, in collaboration with employers' and workers' organizations.
- Strengthening constituents' awareness and capacities to implement existing policies, laws and measures to promote the rights of women and men with disabilities in the workplace.
- Increasing constituents' awareness and capacities to bring about changes that improve the working conditions and rights of persons working in situations of high 'invisibility' and decent work deficits, such as domestic, home-based and sanitation workers.

In this context, the ILO will enhance its focus on the promotion and implementation of fundamental principles and rights at work through:

- Increasing awareness of FPRW among workers, employers, government institutions and communities.
- Enhancing businesses' awareness and application of FPRW in supply chains.
- Increasing constituents' capacity, particularly at the lower tiers of supply chains, to exercise freedom of association, and engage in collective bargaining and social dialogue.
- Supporting the adoption of an integrated approach to FPRW at the policy level, as well as its implementation on the ground in prioritized sectors.
- Strengthening policies and measures related to the elimination of child labour and forced labour, as elaborated below.

### **Strengthened and integrated policies, strategies, plans and capacities to implement international and national commitments to eliminate the worst forms of child labour (including domestic child labour), forced labour and human trafficking**

Under the DWCP, the ILO will contribute to:

- Improving monitoring systems for identifying, addressing and remediating child labour, forced labour and human trafficking.
- Supporting the stronger involvement and capacity of labour institutions in addressing child labour, forced labour and human trafficking.
- Reviewing and updating the policy regime on/affecting child labour, based on the results of the National Child Labour Survey.
- Supporting the creation and functioning of appropriate coordination mechanisms at the local, district and provincial levels to prevent and address child labour, forced labour and human trafficking.
- Increasing the capacities of tripartite constituents to monitor and address child labour, forced labour and human trafficking, particularly in the rural economy, and in national and international supply chains.
- Strengthening the capacities of federal and provincial authorities to improve data collection on and analysis of child labour and forced labour.

- Supporting Pakistan to meet the requirements for registration as a Pathfinder Country under the Alliance 8.7 global partnership for eradicating forced labour, modern slavery, human trafficking and child labour around the world.

## **Increased capacities and effectiveness of federal and provincial institutions and processes of labour market governance**

Under the DWCP, the ILO will contribute to:

- Strengthening labour laws and rules (including on domestic and home-based workers) at the provincial level in line with international labour standards, with a focus on (i) harmonization and consistency between provinces, and the federal and provincial levels, and (ii) ensuring that all workers are covered, including women, informal workers and persons with disabilities.
- Increasing the capacities of constituents and other relevant stakeholders to implement labour laws and rules, including with respect to domestic and home-based workers.
- Increasing the capacities, effectiveness and coverage of labour inspection services, including (i) with respect to occupational safety and health, and (ii) the increased digitalization of systems.
- Improving mechanisms, capacities and processes at the enterprise and provincial levels for resolving labour disputes.
- Strengthening the capacities of the labour judiciary at all levels, and increasing employers' and workers' knowledge and understanding of judicial processes and procedures.

## **Improved gender-responsive federal and provincial policy, legislative and regulatory frameworks, as well as constituent capacities, to address OSH deficits at the workplace level**

Under the DWCP, the ILO will contribute to:

- Supporting the development, harmonization, adoption and implementation of gender-responsive provincial OSH programmes. Priority sectors for implementation will include health care, sanitation, and textiles and garments.
- Improving and expanding systems at the provincial level for recording and reporting on workplace accidents and the incidence of occupational disease.
- Increasing government capacities to develop, implement and monitor gender-responsive OSH policies, laws and regulations at the provincial level.
- Strengthening the ILO's social partners' capacities on OSH at the provincial level through the provision of training of trainer (TOT) initiatives for application within their respective memberships, and in the workplace.

## **Strengthened capacities of constituents and other stakeholders for social dialogue at all levels, including through federal and provincial tripartite mechanisms in line with Convention No. 144 and through bipartite mechanisms and processes**

Under the DWCP, the ILO will contribute to:

- Reviewing existing tripartite and bipartite mechanisms and processes at all levels in order to prioritize strategic areas for institutional and technical capacity development support.

An initial tripartite review meeting will be convened in the first year of the DWCP's implementation.

- Supporting the organization of a National Labour Conference for broader consultative purposes once or twice per year.
- Enhancing critical capacities of ILO social partners in key areas. This will include:
  - undertaking capacity assessments of social partners to inform longer-term ILO capacity support programmes;
  - bolstering capacities for effective engagement in social dialogue, including at the level of federal and provincial policy and legislative development;
  - boosting capacities for collective bargaining; and
  - improving capacities for gender mainstreaming within constituent organizations/institutions.
- Supporting the improvement of provincial laws and policies related to freedom of association and collective bargaining, in line with the recommendations of the ILO's supervisory bodies.
- Increasing women's representation in social dialogue at all levels, including by supporting an increased number of women in leadership and decision-making roles within constituent institutional structures.



## DWCP contributions to achieving UNSDCF outcome 5 (Governance)

In addition to strengthening social dialogue institutions, processes and capacities – in aid of UNSDCF outcome 4 – the ILO will contribute to the achievement of UNSDCF outcome 5 by supporting:

### The improved and expanded collection, analysis and dissemination of sex-disaggregated labour market data as a basis for employment policy development, TVET design and public employment services

Under the DWCP, the ILO will contribute to:

- Increasing constituents' capacities for the collection, analysis and use of sex-disaggregated labour market data to contribute to their own planning and policy advocacy.
- Designing and carrying out a national time use survey as part of the Labour Force Survey, and using its findings for policy engagement.
- Supporting targeted gender-responsive labour market research and its use in policy formulation, including in areas such as (i) the longer-term impacts of COVID-19 and decent work, (ii) gender trends, gaps and priorities, including with respect to wages, working time and internal migration, (iii) the impacts of climate change, resilience, opportunities and transitions, (iv) decent work and the response to crises, (v) the drivers of informality, and the composition, trends and ways to promote the formal economy – including the role of key institutions and potential approaches, and (vi) strengthening whole-of-government approaches. The latter could, for example, explore continued arrangements based on labour and social protection institutions at the federal and provincial levels, or ways of moving towards a more integrated government approach involving

horizontal coordination across relevant federal ministries alongside vertical coordination between federal ministries and their counterparts at the provincial level.

## ▶ 3.4. Assumptions underpinning the DWCP

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The following assumptions underpin the DWCP's design, with reference to and within the broader scope of the UNSDCF. These are elaborated further in the Results Matrix (see Annex 1).

- ▶ COVID-19 conditions at the national and international levels allow the implementation of Pakistan's national development priorities and objectives, in line with current planning.
- ▶ The impacts of climate change, particularly as manifested by increased natural disasters and impacts on the pivotal Indus Basin region, require a higher level of preparedness in terms of policy, planning and resourcing within the world of work at all levels.
- ▶ Pakistan's national fiscal position allows for a phased increase in national budgetary resources to fund the implementation of national decent work priorities. These include the development of universal social protection over time, as well as the national institutional architecture required to advance decent work.
- ▶ ILO tripartite constituents follow through on their commitments to gender equality and leaving no one behind in the world of work. They invest necessary resources and internal planning to this end in their own spheres.
- ▶ Required resources can be mobilized to support and sustain the ILO's planned contributions to the UNSDCF's implementation in relation to the Decent Work Agenda across the DWCP's four outcomes.
- ▶ ILO constituents are able to commit relevant resources to support their engagement under the DWCP, including its tripartite governance arrangements.
- ▶ DWCP tripartite governance and management arrangements are able to discern and flexibly respond to emerging decent work challenges in Pakistan, within the broader context of the UNSDCF's implementation and adjustments.
- ▶ ILO tripartite constituents have increased opportunities, with the ILO Country Office's facilitation as needed, to engage directly in broader UNSDCF-related planning, reviews and implementation.

## ▶ 3.5. Risk analysis and mitigation

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### 3.5.1. General risks

The United Nations Common Country Analysis highlights several multidimensional risks to Pakistan's 2030 goals. The UNSDCF's theory of change is tailored and targeted to respond to these risks, which also apply to the DWCP IV. These include:

- ▶ Risks to socio-economic stability, born out of the marginalization of women and girls, social inequality, including gender-based inequality, and challenging economic situations.

- Risks to democratic space and political stability. These must be addressed to ensure functioning democratic institutions, fundamental human rights, economic growth and foreign investment.
- Risks to justice and the rule of law that can be mitigated if legislative frameworks, legal processes, institutions and substantive norms are consistent with human rights-based approaches. These approaches include the core principles of equality, the accountability of the law, fairness, protection and the realization of fundamental rights for all.
- Risks to the environment as a result of climate change and environmental degradation. These risks are poised to increase the frequency of natural disasters and severe hazards that devastate lives, livelihoods, ecosystems, the economy and sustainable development gains. As a result, millions of Pakistan women and men informal workers, particularly in rural areas, who have been already seriously affected by the COVID-19 pandemic face additional severe risks to their employment and livelihoods.
- Risks that regional, cross-border and transnational influences can have on Pakistan’s political, socio-economic and environmental indicators. These indicators include poverty, crisis, food insecurity, illicit financial flows and cross-border crime.

### 3.5.2. Risks specific to the Decent Work Agenda

The UNSDCF lists further potential risks which are specific to its outcome 4 (Sustainable Inclusive Economic Growth and Decent Work). These risks are also relevant for the DWCP IV, including:

- A lack of coordination mechanisms between federal and provincial institutions on economic growth and decent employment.
- Limited government capacity to initiate and complete initiatives on time.
- A lack of data on decent work and economic growth.
- The continuous exclusion of major economic activities and vulnerable workers from labour, social security, enterprise and taxation laws.
- The exclusion of major economic activities from labour laws.
- Limited labour inspection capacities and coverage.
- Inadequate or limited monitoring and evaluation (M&E) systems within relevant government institutions and employers’ and workers’ organizations.
- Fragmented interventions and a lack of accountability for a multi-sectoral approach.
- A lack of government focus on inclusive job-rich economic growth and gender equality, as well as responsive programming.
- A lack of government capacity to collect and use sex-disaggregated data and gender statistics.
- Challenges in the wider national and international environment, including:
  - worsening external conditions, including unforeseen increases in global commodity prices and interest rates;
  - risks associated with large domestic and external financing needs, especially in the context banking sector liquidity constraints;
  - macroeconomic risks linked to increases in global food and fuel prices which affect job creation and livelihood development;

- the adverse impacts of recent floods negatively affecting resource availability and allocation;
- additional natural disasters which could further harm outputs, and worsen fiscal and external imbalances; and
- political instability which may undermine a coherent and timely policy response.

### 3.5.3. Risk mitigation strategies

The ILO will seek to mitigate these risks to the DWCP IV's implementation by:

- ▶ Being an active participant in the United Nations Country Team Common Country Analysis review and updating processes, with a particular focus on decent work-related aspects.
- ▶ Continuously monitoring relevant trends and the risks they pose to the Decent Work Agenda and tripartite constituents.
- ▶ Proactively making adjustments at the output, target and budget planning levels through the DWCP Steering Committee.
- ▶ Maintaining a focus on federal and provincial leadership and ownership in all aspects of DWCP planning and delivery.



# 4 Management, implementation, monitoring, reporting and evaluation arrangements

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## ► 4.1. The ILO within the UNSDCF's oversight and management arrangements

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The DWCP will be implemented, monitored and evaluated within the framework of the UNSDCF 2023–27, which is under the overall coordination of the Ministry of Economic Affairs, the Government's coordinating authority for specific UN programmes. The Ministry of Overseas Pakistanis and Human Resource Development, and provincial Departments of Labour will be the key Government of Pakistan entities engaged in this context, specifically with respect to the DWCP. As a resident member of the United Nations Country Team, led by the UN Resident Coordinator (UNRC) and comprised of the heads of all UN agencies working in Pakistan, the ILO Country Office will participate in and/or support the following joint processes to contribute to the implementation of the UNSDCF on the basis of the DWCP IV:

- **The Programme Management Team (PMT)**, which is comprised of the deputy heads of UN agencies in Pakistan. It provides advice on harmonized results management and supports joint UN initiatives.
- **The Planning, Monitoring and Evaluation Group (PME)**, which supports the PMT and provides guidance and advice on decision-making, monitoring frameworks and the development of Joint Work Plans.
- **Outcome Groups (OGs)**, which support inter-agency engagement around the joint programming priorities of each UNSDCF outcome, with UNSDCF outcome 4 as a particular priority for the ILO.
- **Provincial Programme Teams (PPTs)**, which report to the PMT and support the UN lead agency in each province or administrative territory to engage with sub-national governments.
- **The Gender Theme Group**, which ensures that the UN system is unified and coordinated in providing support to the Government and other partners on issues related to gender equality.
- **The United Nations Communications Group (UNCG)**, which is comprised of communication focal points from all resident UN agencies in Pakistan. It supports the UN Country Team to develop and implement the UNSDCF's Communication Strategy to ensure that the UN system in Pakistan speaks with 'One Voice'.



- **The Operations Management Team (OMT)**, which implements the Business Operations Strategy (BOS) 2.0, improving organizational effectiveness through common business operations to support the UNSDCF’s implementation.

With the DWCP as the basis, the ILO will be part of the development, implementation and monitoring of **UNSDCF Joint Work Plans (JWPs)**. These describe the specific results to be achieved and involve an agreement between each relevant UN agency and each implementing partner on the use of resources, as needed. As far as possible, the ILO and its partners will use the signed UNSDCF and Joint or agency-specific Work Plans and project documents to implement programmatic initiatives.



For details on ILO-managed development cooperation projects that will contribute to the DWCP’s implementation (as confirmed at the time of the DWCP’s signing), see Annex 6 or consult the ILO Development Cooperation Dashboard: <https://www.ilo.org/DevelopmentCooperationDashboard/#altay3m>.

Key ILO national partners, in addition to ILO constituents, are listed in table 3, above.

## ► 4.2. ILO internal management arrangements and principles

The DWCP IV’s implementation will be overseen by the ILO Regional Director based at the ILO Regional Office for Asia and the Pacific (ROAP) in Bangkok, Thailand. It will be implemented under the direction and supervision of the Director of the ILO Country Office in Islamabad, Pakistan.

The Country Office is setting-up a programmatic cluster approach to strengthen coordination and synergies between projects in Pakistan’s provinces. This will enhance the ‘One ILO’ approach in the country and improve efficiencies, effectiveness and impact at all levels.

**Underlying principles guiding the DWCP’s management and implementation:** The DWCP reflects the guiding principles articulated in the ILO Singapore Statement Programme of December 2022, as follows:

- Work collectively towards the promotion of social justice and the fundamental principles and rights at work through effective social dialogue and tripartite cooperation to advance the achievement of full, productive and freely chosen employment, and decent work for all.
- The 2019 Centenary Declaration for the Future of Work and the 2021 Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient provide critical foundations for decent work, economic recovery and future growth to ensure a just transition to a future of work that contributes to sustainable development in its economic, social and environmental dimensions.
- Gender equality and diversity should underpin policy development and implementation to ensure no one is left behind.

- ▶ Social partners have an important role to play in preparing for the future of work, including policy design, analysis and implementation in areas of job transformation and the upskilling and reskilling of workers. It is vital for governments to undertake and promote genuine engagement and effective social dialogue.
- ▶ Sustainable enterprises play an important role as generators of employment and promoters of innovation and decent work.
- ▶ Promotion of workers' rights is a key element for the attainment of inclusive and sustainable growth, with a focus on freedom of association and the effective recognition of the right to collective bargaining as enabling rights.

**Tripartite governance of the DWCP:** Constituent oversight of the DWCP's implementation will be maintained through the DWCP Steering Committee. This will be chaired by the Federal Secretary of Ministry of Overseas Pakistanis and Human Resource Development. It will meet at least once every six months, in line with its Terms of Reference (ToR).<sup>138</sup> The DWCP Monitoring Plan, discussed below, will be a regular agenda item. The DWCP Steering Committee fits within and links to the broader Federal and Provincial Tripartite Consultative Committees.

**Gender mainstreaming, non-discrimination and inclusion within the ILO Country Office:** In line with ILO and broader UN commitments to gender mainstreaming, non-discrimination and inclusion, the Country Office will continue its efforts to increase staff awareness and capacities to internally and externally mainstream gender, promote women's empowerment, promote the inclusion of persons with disabilities, practice non-discrimination in all areas, and ensure that no one is left behind. In this regard, the ILO Country Office will:

- ▶ Provide opportunities for all staff at all levels to participate in training on gender mainstreaming, disability inclusion, non-discrimination, and leaving no one behind.
- ▶ Ensure that measures are in place for effectively monitoring the Country Office's implementation of gender mainstreaming, disability inclusion, non-discrimination, and leaving no one behind commitments.
- ▶ Ensure that the programme/project documents and evaluation Terms of Reference routinely include attention to, and require evidence of, gender mainstreaming, disability inclusion, non-discrimination and leaving no one behind. At the programme/project delivery level, this may include activities on awareness-raising, training for partners, stakeholders and beneficiaries, the development of anti-harassment committees and peer support networks, and the formulation of policies to address gender-based violence and sexual harassment in the world of work.

The ILO will further support constituents and other partners to strengthen their awareness of, and capacities for, gender mainstreaming. This will include:

- ▶ Encouraging greater participation by women representatives of constituents in the DWCP Steering Committee, with a target of 35 per cent by 2027. The DWCP Steering Committee's gender equality target will be included in any updated version of the Committee's Terms of Reference.
- ▶ Achieving a target of 35 per cent of women in leadership and decision-making roles in ILO tripartite constituent organizations.

**Cooperation strategies and plans for social partners:** To strengthen the ILO Country Office's strategic focus and the impact of its support for the development of prioritized social partner capacities, five-year cooperation plans will be developed with the most representative organizations of employers and workers. These will be reviewed and updated annually.

They will include carrying out capacity gaps assessment in each case, alongside multi-year plans for sustainable capacity development support in agreed priority areas.

### ▶ 4.3. DWCP monitoring and evaluation

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DWCP monitoring and evaluation fits within, and contributes to, the annual UNSDCF monitoring and evaluation process under the UN Country Team’s multi-year Monitoring, Evaluation and Learning Plan (MEL). Along with all UN Country Team members, the ILO will report on its contributions to the UNSDCF directly in the UNInfo online platform, against planned activities and resources. The ILO will also be part of the annual Outcome Group performance reviews which contribute to annual UN Country Result Reports, as well as the final independent evaluation of the UNSDCF which will be conducted in 2026.

The ILO Country Office will align its reporting cycles with those of the UNSDCF, and prioritize the provision of quality inputs (based on DWCP monitoring) to the UNSDCF’s monitoring and evaluation process. ILO policies on gender equality and the inclusion of persons with disabilities and other vulnerable groups will be among the key references in this regard.

In this context, the ILO Country Office will:

- ▶ Prepare a DWCP Monitoring Plan with the DWCP Steering Committee. This will be reviewed and updated regularly at committee meetings. Monitoring information gathered under the plan will feed into ILO reporting under the UNSDCF as outlined above, as well as the ILO’s internal reporting to the Regional Office for Asia and the Pacific, and ILO headquarters.
- ▶ Conduct mid-term and end-of-term Country Programme Reviews of the DWCP’s progress, lessons learned and contributions to the UNSDCF’s implementation. The DWCP may further be subject to an independent evaluation.
- ▶ Conduct an impact assessment of capacity development, as recommended by the DWCP III’s mid-term review.
- ▶ Engage with constituents in ILO independent high-level evaluations as part of the ILO Evaluation Office’s (EVAL) rolling work plan, should any evaluations involving Pakistan be approved by the ILO’s Governing Body during the DWCP IV’s period of implementation.
- ▶ Ensure that development cooperation projects include plans and resources for internal or independent evaluation, as appropriate, and that new project designs link to both the UNSDCF and the DWCP IV’s results and indicators.
- ▶ Include clustered evaluations, thematic meta-studies and/or synthesis reviews in evaluation approaches adopted for the DWCP, as appropriate.
- ▶ Draw on the above in contributing to the UN Country Team’s reporting to the Government, as well as to the UNSDCF’s end-of term evaluation.
- ▶ Develop a concise **DWCP Monitoring and Evaluation Plan** which encompasses the points above, provides the basis for a continuous feedback loop of project evaluations which feed into the DWCP’s regular monitoring processes, and sets out a 5-year monitoring and evaluation timeline aligned to that of the UNSDCF.



### ► Box 2. Addressing data gaps by monitoring decent work indicators

As highlighted by the UNSDCF, Pakistan’s capacities to formulate, implement and monitor laws and policies to advance its development objectives – including with respect to addressing decent work deficits across the economy – are hampered by the lack of relevant, sex-disaggregated, up-to-date, reliable and comparable data. The UNSDCF states that Pakistan lacks sufficient sex-disaggregated data and gender statistics to shed light on development challenges and inform targeting, priority-setting and decision-making to advance gender equality and uphold national and international commitments.

As a result, policy frameworks, programmes and strategies in the public and private sectors are often not gender-responsive. This is linked to the lack of capacity among oversight bodies, limited political commitment or accountability to address gender equality and women’s empowerment, and a lack of awareness and resources. However, promising efforts are underway to begin addressing these gaps. These include establishing a National Gender Data Portal by the National Commission on the Status of Women (NCSW) and the Punjab Gender Management Information System to strengthen the digitization and management of gender-related data.

The Pakistan Bureau of Statistics (PBS) is a key stakeholder for the collection of sex-disaggregated data on fundamental labour standards and other working conditions through its annual Labour Force Surveys. These provide a key source of data for monitoring decent work indicators and tracking the progress and impact of the DWCP’s implementation. However, as of December 2022, the Labour Force Survey does not yet comply with the standards of the 19th and 20th International Conference of Labour Statisticians (ICLS).

This points to the need to invest resources in upgrading the survey approach and capacities. The absence of a comprehensive and reliable labour market information system (LMIS) is a further area for attention in order to ensure the availability of credible labour market data for the purposes of national and provincial planning and monitoring.



# 5 Funding plan

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The ILO's plans and initiatives for resource mobilization to support the DWCP's implementation fit within the UNSDCF Funding Framework. The ILO will contribute to the development and implementation of a resource mobilization approach under this framework that leverages joint UN funds to support the Government's development and implementation of an Integrated National Financing Framework (INFF).

In this context, the ILO Country Office and tripartite constituents will work together to identify, mobilize and monitor resources to achieve the outcomes and outputs set out in the DWCP for the 2023–2027 period. The following key sources are envisaged.

**Tripartite constituents' resources:** These will include budgetary allocations, as well contributions of expertise, and leveraging partnerships and constituencies, as follows:

- Ongoing national and provincial government budget allocations, in line with relevant federal and provincial policies, strategies and plans on which the DWCP builds and to which it contributes.
- Promoting and supporting private investment in the creation of decent work and the skilling, upskilling and reskilling of constituents' workforces, as well as workers' participation in decent work and workplace cooperation initiatives.
- Policy engagement by employers' and workers' organizations in areas that facilitate the increased availability of national and international resources to support the implementation of the DWCP's outcomes and outputs.
- The contributions of time by constituents' staff members, the use of constituents' facilities and services, and constituents' facilitating access to wider constituencies and networks, as appropriate.

**ILO global and regional programmes:** The ILO implements various cross-country programmes at the global and regional levels to address common issues faces by the countries concerned. These are supported by various funding sources, including bilateral donors, multilateral agencies and private foundations. Flagship programmes that are central to ILO multi-country efforts and resourcing include the International Programme on the Elimination of Child Labour and Forced Labour (IPEC+), Safety + Health for All, Jobs for Peace and Resilience, Social Protection Floors for All, and Better Work.

**ILO Regular Budget Supplementary Account (RBSA):** Programmes of strategic significance can be funded for specific periods by the RBSA, which is based on unconditional funding to the ILO by various development partners.

**Extra-budgetary technical cooperation projects funded through various multilateral or bilateral development partners:** The main resources for the DWCP's implementation are from extra-budgetary technical cooperation funding, which is contributed by various bilateral and multilateral agencies. The European Union and the Governments of Australia, Switzerland and the United Kingdom (UK) are the main funders of activities that will be carried forward into the DWCP IV. Ongoing private sector funding is provided by INDITEX.

Annex 6 sets out the confirmed funding and donors that will provide funding through this modality for the 2023–2027 period, as of December 2022.

**Joint UN programming:** One key component of ILO resource mobilization efforts in Pakistan is leveraging joint efforts within the UN Country Team to broaden the resource base and increase the efficient use of available resources. The ILO’s engagement in the development and implementation of Joint Work Plans under the UNSDCF will provide an important platform for the development of such collaboration. This includes collaboration under recently concluded global partnership agreements between the ILO and the United Nations Development Programme (UNDP),<sup>139</sup> the International Organization for Migration (IOM),<sup>140</sup> and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

**National and UN financing for development initiatives:** The ILO Country Office will participate in the development and implementation of SDG financing strategies at the UNSDCF level. This will involve a particular focus on engaging the private sector through the ILO’s employer organization constituents, fostering new partnerships through the development of joint proposals with social partners, and building on existing partnerships with the UN and international partners, among other approaches.

**Global UN funds and programmes:** The ILO Country Office will explore options for DWCP financing such as the Global Accelerator on Jobs and Social Protection for Just Transitions, launched in September 2021 by the United Nations Secretary-General. Other relevant global funds will also be explored as potential funding sources.

**ILO technical resources:** The DWCP’s implementation will involve technical backstopping and the advisory support of ILO specialist staff at the Decent Work Team (DWT) in New Delhi, India, the Regional Office for Asia and the Pacific in Bangkok, Thailand, and global ILO specialist and programme support units based at the ILO’s headquarters in Geneva, Switzerland.

**Resource mobilization strategy:** Building on the sources outlined above, the ILO Country Office will develop a brief resource mobilization strategy within the first year of the DWCP’s implementation. This will be aligned with and support the UN Country Team’s resource mobilization strategy. The ILO Country Office’s strategy will be based on a resource gap analysis and the mapping of funding sources, in order to enable the ILO to set realistic targets. It will also:

- Consider other ongoing ILO (or UN) projects currently being carried in the region and/or in neighbouring countries in the technical areas described in the DWCP’s results matrix, in order to identify potential development partners and/or programmatic and resourcing synergies.
- Build on relevant lessons learned from the implementation of previous DWCPs, as well as from evaluations of recent and ongoing development cooperation projects, and projects that are ‘in the pipeline’, linked to the DWCP monitoring and evaluation plan discussed above.

<sup>139</sup> ILO and UNDP, “Joint Letter of the ILO Director-General and the UNDP Administrator to Country and Regional Offices”, 16 September 2020.

<sup>140</sup> ILO and IOM, “Joint ILO–IOM Letter to All Staff”, 17 December 2020.



### ► Box 3. Towards 2030: Financing the implementation of the SDGs

Sustainably financing Pakistan's broader SDG commitments – within which decent work commitments are embedded – is a key part of the implementation of the country's decent work objectives. Pakistan adopted the 2030 Agenda for Sustainable Development and its Sustainable Development Goals as its own national framework for development in 2016, making SDG financing a national priority. As such, public resources dominate the country's SDG financing landscape through its Public Sector Development Programme (PSDP). According to the latest estimates available, 89 per cent of funds allocated to the PSDP between 2013 and 2017 contributed directly to the SDGs. Most of this funding (42.4 per cent) was spent on clean and affordable energy (SDG 7), followed by 22.5 per cent on industry, innovation and infrastructure (SDG 9).

Pakistan requires an estimated US\$31 billion per year, at the projected exchange rate, to achieve key SDGs by 2030. The Economic and Social Survey of Asia and the Pacific 2019 by the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) estimated that Pakistan will need to increase financing by nearly 17 per cent of GDP per year to achieve the SDGs by 2030. Around half of these investments will need to be in social protection, health, education and rural development. The other half will be required for clean energy and climate-resilient infrastructure. SDG financing estimates by the International Monetary Fund (IMF) are higher than national projections, including an annual SDG financing gap of 620 billion rupees (US\$3.72 billion) for 2020–2030, which is equivalent to 100 per cent of current federal development spending.

The UN's Common Country Analysis highlights the challenges Pakistan faces to meeting SDG financing requirements. The resource envelope has not grown sufficiently due to the underutilization of allocated resources, alongside inefficient revenue collection and spending mechanisms. The latter are due to fragmented tax policy, weak tax administration, heavy defence expenditure, the poor allocation of resources vis-à-vis the SDGs, and limited capacity to spend budgetary allocations in a timely manner.





# 6 Advocacy and communication plan

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Evidence-based advocacy and communications for decent work policies, legal frameworks, strategies, plans and resourcing are an important part of the ILO's role at the country level. This has three main aspects:

- ▶ Policy advocacy and support for strengthening the Government's decent work policy and legal and programmatic architecture.
- ▶ Outreach to partners and other stakeholders active in promoting the Decent Work Agenda.
- ▶ Outreach to the broader public in Pakistan.

ILO advocacy and communications will be conducted within the context of, and in support of, broader advocacy, communications strategies and efforts by the UN Country Team. Inter alia, it will draw on disaggregated data related to SDG monitoring and reporting, gathered and disseminated by the Government of Pakistan and the UN. Wherever possible, success stories and examples of the DWCP's implementation will be featured in the UN Country Team's public outreach materials.

A key message in ILO advocacy and communications will be that advancing the Decent Work Agenda, including international labour standards and effective social dialogue, is an essential contributor to:

- ▶ Pakistan achieving the SDGs, and national development priorities and objectives.
- ▶ An economic recovery from COVID-19, the 2022 floods and other shocks that has decent work, social justice, universal social protection and inclusion at its core.
- ▶ The creation of decent jobs for more Pakistanis, respect for labour rights, social protection for all, safe and healthy workplaces, gender equality and an end to discrimination, violence and harassment in the world of work.

Alongside the development of a resource mobilization strategy discussed above, an inter-linked ILO advocacy and communications strategy will be developed in the first year of the DWCP's implementation, aligned to and in support of the UNSDCF's communications strategy.

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# Annexes

## ► Annex 1. DWCP results matrix

**DWCP Goal: Increased access to decent and productive work for women and men in Pakistan.**

**DWCP Priority 1. Promoting decent work at the core of Pakistan’s economic recovery and response to climate change, natural disasters and crises.**

**Outcome 1.1. By 2027, the Government of Pakistan and social partners will have put in place broad-based, job-rich, equitable, green and gender and disability-responsive economic recovery policies and measures to ensure decent work opportunities for all, especially those most affected by the impacts of crises, including as a result of climate change and crises, and those traditionally left behind.**

*(Adapted from UNSDCF Outcome 4).*

**Aligned with SDG targets:**

- 5.1 (ending discrimination against women and girls)
- 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)
- 8.3 (policies to support job creation, entrepreneurship, creativity, innovation and formalization of MSMEs)
- 8.5 (full and productive employment and decent work for all, and equal pay for work of equal value)

**ILO Programme and Budget (P&B) 2024–25 linkages:**

Primary:

- Outcome 7. Integrated policy and institutional responses for social justice through decent work.

Secondary:

- Outcome 1: Strong, modernized normative action for social justice
- Outcome 3: Full and productive employment for just transitions
- Outcome 4: Sustainable enterprises for inclusive growth and decent work
- Outcome 5: Gender equality and equality of treatment and opportunities for all

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<b>Outcome 1.1. (see outcome statement above)</b>	1.1.1. Number of legal measures, policies and strategies to support a broad-based, job-rich, equitable, green, and gender- and disability-responsive economic recovery with decent work opportunities for all	Zero baseline	At least 15 legal measures, policies, strategies to support a broad-based, job-rich, equitable, green, and gender- and disability-responsive economic recovery with decent work opportunities for all	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by other relevant government ministries, departments and agencies</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► The political and security situation remains stable, with no major shocks from external factors (e.g. pandemics, natural disasters, geopolitical instability). This allows for economic growth, as well as continued local and foreign direct investment for the growth of businesses and for enhancing employment opportunities.</li> </ul>

**Notes:** The Results Matrix refers to the most representative employer organization and worker organization as social partners in Pakistan. It reflects Pakistan’s decentralized political structure which consists of three basic levels: the federal level of Islamabad Capital Territory, the provincial (subnational) level of Pakistan’s four provinces (Punjab, Sindh, Khyber Pakhtunkhwa and Balochistan), and the level of its two administrative territories (Azad Jammu and Kashmir, and Gilgit-Baltistan).

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<b>Outcome 1.1. (see outcome statement above)</b>	1.1.2. Number of capacity development and other programmatic initiatives to support a broad-based, job-rich, equitable, green, and gender- and disability-responsive economic recovery with decent work opportunities for all	Zero baseline	At least 40 capacity development and other programmatic initiatives to support a broad-based, job-rich, equitable, green, and gender- and disability-responsive economic recovery with decent work opportunities for all	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by other relevant government ministries, departments and agencies</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Labour market policies and programmes are prioritized (i) for the creation of income generation, employment and decent work opportunities for all, including women, informal workers, youth, migrant workers and other vulnerable groups, and (ii) as a response to political turmoil and socio-economic instability caused by crises and disasters.</li> <li>► Relevant initiatives are undertaken to build institutional capacity for sustainable and inclusive economic growth in all sectors.</li> <li>► There is a strong interest by the Government and other partners to continue strengthening the (M)SME sector, particularly in areas where the sector is not developed.</li> </ul>
<b>Output 1.1.1.</b> Gender- and disability-responsive, equitable, green, employment-intensive and crisis-resilient <b>employment policies, strategies and programmes</b> are adopted through social dialogue and implemented to (i) promote and create decent employment, (ii) promote the formalization of the economy in line with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), (iii) contribute to national and local crisis responses in line with the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and (iv) facilitate effective labour market transitions, particularly for women, informal workers, youth, migrant workers and vulnerable groups.  <i>(Adapted from UNSDCF outputs 4.2 and 4.3.)</i>	1.1.1(a). Number of gender- and disability-responsive, equitable, green, employment-intensive and crisis-resilient employment policies, strategies and programmes adopted and implemented with the engagement of ILO constituents  (Linked to UNSDCF indicators 4.1.2 and 4.2.1)	Zero baseline	At least 3 gender- and disability-responsive, equitable, green, employment-intensive and crisis-resilient employment policies, strategies and programmes adopted and implemented, including: <ul style="list-style-type: none"> <li>(i) a national world of work crisis response strategy developed and adopted, with an associated action plan for implementation at the federal and provincial levels</li> <li>(ii) the incorporation, into employment policies, strategies and programmes, of (a) explicit gender strategies, (b) objectives related to disaster risk reduction, climate change adaptation, and peace and stability, and (c) implementation and resourcing plans</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	1.1.1(b). Number of gender- and disability-responsive policy and programme measures (disaggregated by sector and province) developed to create an enabling business environment for the promotion of sustainable enterprises, including MSMEs  (Adapted from UNSDCF output 4.3)	Zero baseline	<ul style="list-style-type: none"> <li>► At least 2 gender- and disability-responsive policy and programme measures are developed at the federal and/or provincial level.</li> <li>► These include: (i) specific targets for women, and (ii) contributions towards the development of the technical and financial ecosystem for sustainable enterprises, including MSMEs</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by social partners</li> <li>► ILO project reports</li> </ul>	



Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<b>Output 1.1.1. (continued)</b>	1.1.1(c). Number of gender- and disability-responsive legal measures and strategies developed, reviewed, improved and adopted (disaggregated by province and sector) to accelerate the transition from informal to formal employment in line with ILO Recommendation No. 204, with a focus on the promotion of MSME development and productivity (Linked to UNSDCF indicator 4.6.4)	Legal and policy measures adopted during the previous DWCP period: <ul style="list-style-type: none"> <li>► Sindh Women Agricultural Workers Act, 2019</li> <li>► Sindh Home-Based Workers Act, 2018</li> <li>► Punjab Domestic Workers Act, 2019</li> <li>► Labour policies on associations and unions for agricultural employers and workers (Sindh, Punjab and Khyber Pakhtunkhwa)</li> <li>► Legislative measures to advance the formalization of the economy in Balochistan and Islamabad Capital Territory</li> </ul>	<ul style="list-style-type: none"> <li>► At least 2 gender and disability-responsive legal measures and 2 gender-responsive strategies are developed, reviewed, improved and adopted at the federal and/or provincial levels</li> <li>► In this context, MSME productivity and formalization is supported by (i) the use of ILO compliance and productivity tools such as SCORE, SCORE Lean, WISE, FIT, Start and Improve Your Business, and Get Ahead, (ii) facilitating links to supply chains, and (iii) customized consultancy support to enterprises on productivity and the improved quality of production, as well as improved compliance with international labour and environmental standards (ILES)</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Inclusive and equitable policies protect and promote the participation of vulnerable groups in MSMEs and in socio-economic development. The Government is willing to work with the UN, social partners and the private sector to enhance demand-based skills need systems.</li> <li>► The Government is willing to work with the UN, social partners and the private sector to enhance demand-based skills need systems.</li> <li>► The Government is willing to allocate the necessary resources to skills development and technical and vocational education and training (TVET).</li> </ul>
	1.1.1(d). Number of gender- and disability-responsive initiatives to increase the proportion of young women and men in decent employment (Linked to UNSDCF indicator 4.2.2)	<ul style="list-style-type: none"> <li>► Draft National Youth Employment Policy</li> <li>► In the pre-COVID period, young people between 20 and 24-years old experienced an unemployment rate of 11.56 per cent, over twice the overall unemployment rate (5.8 per cent). Women’s overall unemployment rate was nearly twice that of men in the previous decade</li> </ul>	<ul style="list-style-type: none"> <li>► At least 2 gender- and disability-responsive initiatives, as follows: (i) National Youth Employment Policy and Youth Employment Strategy adopted and implemented, and (ii) National Steering Committee established to support the Youth Employment Policy’s and Strategy’s implementation</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> <li>► Reports by the Prime Minister’s Youth Programme</li> </ul>	<ul style="list-style-type: none"> <li>► The Government is willing to collaborate with other stakeholders, especially the private sector, to scale up successful skills development models, including distance/digital education and skilling models.</li> <li>► The Government and all stakeholders are committed to equality and inclusion in access to skills development and TVET.</li> </ul>

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 1.1.2.</b> Gender- and disability-responsive policies, laws, regulations and programmes are adopted, amended and implemented to address the <b>impacts of climate change in the world of work</b> and to promote environmental sustainability in Pakistan.</p> <p><i>(Linked to UNSDCF output 3.1.)</i></p>	<p>1.1.2(a). Number of gender- and disability-responsive policies, laws and regulations adopted, amended and implemented at the federal and/or provincial level to address the impacts of climate change in the world of work</p>	<p>The Government has developed the Living Indus initiative with UN support. It will offer a key national platform for policy and programmatic action to address climate change and environmental sustainability. It will include the promotion of green jobs and skills, just transition measures, the greening of agricultural extension services and increasing industries' awareness of the safe use and disposal of industrial waste</p>	<ul style="list-style-type: none"> <li>► At least 5 gender- and disability-responsive policies, laws and regulations are adopted, amended and implemented to address the impacts of climate change in the world of work and to promote environmental sustainability, with a focus on: (i) the accelerated creation of green jobs, (ii) climate change-induced migration, and (iii) a just transition from carbon-intensive to environmentally sustainable employment</li> <li>► These will be informed by: (i) a 'world of work' diagnostic study completed in consultation with ILO constituents and other stakeholders, and (ii) workshops at the federal and provincial levels to consider the diagnostic study's findings and recommendations, and to adopt follow-up plans</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by the Ministry of the Environment and Climate Change</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Stakeholders are committed to achieving gender equality and to empowering all women and girls, including women's full enjoyment of their fundamental rights.</li> <li>► More national and provincial plans and budgets are gender-responsive.</li> <li>► More and better quality data and statistics are available to promote and track the progress of gender equality and women's empowerment.</li> <li>► More opportunities are available for women's leadership and active participation in different fields and roles.</li> </ul>
	<p>1.1.2(b). Number of (i) governments (disaggregated by province) and (ii) economic sectors supported to improve their capacities to develop and apply environmental policies, laws, standards, good practices and programmes to promote climate change adaptation, resilience-building and just transition measures <i>(Adapted from UNSDF indicator 4.2.4)</i></p>	<p>Environmental sustainability measures promoted by the ILO in the brick kilns, leather, cotton and garments, and textile sectors (2022)</p>	<ul style="list-style-type: none"> <li>► At least 2 government departments at the provincial level are supported to improve relevant capacities</li> <li>► At least 4 sectors (brick kilns, garments and textiles, leather, and agriculture) are supported to improve capacities to: (i) promote smart and low carbon environmental practices for reduced water and energy footprints, (ii) develop sector-specific environmental standards to underpin the improvement of data collection and verification against international and national environmental standards, (iii) increase industries' awareness of the safe use and disposal of industrial waste, in line with the Living Indus initiative</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by the Ministry of the Environment and Climate Change</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Equal employment opportunities are promoted.</li> <li>► Investments in trade and economic sectors have a zero-tolerance approach to any form of harassment and violence against women and girls.</li> </ul>

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 1.1.2 (continued)</b></p>	<p>1.1.2(c). Number of governments (disaggregated by province/ administrative territory) supported to develop gender- and disability-responsive and sustainable regular migration pathways, policies and measures in response to climate-induced migration</p>	<p>Zero baseline</p>	<ul style="list-style-type: none"> <li>► At least 2 governments at the federal and/or provincial level supported, in consultation with social partners, to develop gender- and disability-responsive and sustainable regular migration pathways, policies and measures in response to climate-induced migration</li> <li>► All such initiatives will include a focus on (i) decent working conditions, and (ii) a just transition to market-based opportunities for green climate-resilient jobs</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Thanks to investments in women’s skills building – especially in the areas of entrepreneurship and high-income professions – women and girls benefit from an environment where they are economically empowered.</li> <li>► Adequate resources/ funds from multiple sources continue to be available for programme implementation at both the delivery and operational levels, including through the contributions (in-kind and financial) of the ILO’s tripartite constituents.</li> </ul>
<p><b>Output 1.1.3.</b> Women and girls, especially those most vulnerable and marginalized, benefit from a rights-based, gender-responsive enabling environment that increases <b>women’s participation in the labour market</b>, promotes gender equality and women’s economic empowerment, and strengthens women’s active participation, representation and voice in, and ability to benefit from, the world of work.</p> <p><i>(Adapted from UNSDCF outputs 2.5 and 4.5.)</i></p>	<p>1.1.3(a). Number of interventions developed, strengthened and implemented at the federal, provincial and enterprise levels to increase women’s labour market participation</p> <p>(Linked to UNSDCF indicator 4.5.2)</p>	<ul style="list-style-type: none"> <li>► Labour force participation rate, overall: 52.7%, male: 80.9%, female: 24.6% (UNSDCF outcome 4, Labour Force Survey 2018–2019)</li> <li>► This percentage for women declined to 21.4 per cent in 2021, according to the Labour Force Survey 2020–21</li> <li>► The ILO Better Work pilot programme pilot in Pakistan provides the basis for increased programmatic attention to the areas specified</li> </ul>	<p>At least 3 interventions are developed, strengthened and implemented at the federal and/or provincial levels to increase women’s labour market participation, including through (i) relevant skills training in line with market demand, including in entrepreneurship, coupled with literacy and functional skills development, (ii) the assessment of childcare status and needs at the enterprise level in the garment and textile sector and follow-up plans developed, including for initiatives to encourage the more equitable sharing of family responsibilities, (iii) the completion of and follow-up to a study in Karachi on gender equality policies in the workplace, with the findings of and lessons learned from the study used to inform relevant developments in other provinces</p>	<ul style="list-style-type: none"> <li>► Government data based on the National Commission on the Status of Women (NCSW) and other departments</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 1.1.3 (continued)</b></p>	<p>1.1.3(b). Number of enabling policies, strategies and measures developed or strengthened to expand and strengthen the care economy</p>	<p>Zero baseline</p>	<ul style="list-style-type: none"> <li>► At least 1 policy, strategy or measure developed or strengthened at both the (i) federal and (ii) provincial level</li> <li>► Such initiatives may include supporting increased decent care work opportunities, skills development and certification, facilitating women in leadership roles, social security for care workers, and promoting investment in childcare, health care and care for older persons</li> <li>► Measures taken by social partners within their constituencies, and through policy advocacy, to address unpaid care work or promote decent work for care workers</li> </ul>	<ul style="list-style-type: none"> <li>► Government data based on the National Commission on the Status of Women and other departments</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	<p>1.1.3(c). Number of policy, legal and strategy initiatives supported to increase the proportion of women in leadership and decision-making roles in the economy, including at the enterprise level.  (Also refer to indicator 3.1.4(d) on women in leadership and decision-making within constituent organizations)</p>	<ul style="list-style-type: none"> <li>► Data is not available on women in leadership and decision-making roles in the economy, including at the enterprise level</li> <li>► A 2021–22 study concluded that the care sector does not have a systematic appraisal and promotion system, which is an important factor in women's lack of access to leadership roles</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 initiatives, including: (i) women's leadership and supervisory training in selected workplaces in the garment and textile sector, and at least one other sector, and (ii) the adoption of an appraisal and promotion process to bring more women into leadership roles in the care sector</li> </ul>	<ul style="list-style-type: none"> <li>► Government data based on the National Commission on the Status of Women and other departments.</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
<p><b>Output 1.1.4.</b> The capacities, competencies, productivity and employability of Pakistan's human resources are increased through the provision of <b>gender- and disability-responsive and market-led skills and lifelong learning</b>, including through public-private partnerships and entrepreneurship development.  <i>(Adapted from UNSDCF outputs 4.4 and 1.4.)</i></p>	<p>1.1.4(a). Number of governments (disaggregated by province) supported to develop, strengthen, deliver and better coordinate gender-responsive TVET policies, strategies, frameworks and standards at the federal and provincial levels, in consultation with ILO social partners</p>	<p>The following and strategies policies provide the current basis of Pakistan's TVET system:</p> <ul style="list-style-type: none"> <li>► National TVET Policy, 2018</li> <li>► National Skills Strategy (NSS), 2009</li> <li>► Punjab and Sindh Skills Strategies, 2015</li> </ul>	<ul style="list-style-type: none"> <li>► Particular attention is paid to: (i) improved curricula, teacher training, competency standards and regular assessment, (ii) the ongoing improvement of digital learning platforms and blended learning approaches, (iii) increased public-private partnerships (PPPs) in the delivery of TVET, (iv) the increased availability of digital and green skills training, as well as entrepreneurship or business training within formal TVET programmes,</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 1.1.4 (continued)</b>	1.1.4(a) (continued)		► (v) increased portability of skills and skills certification within Pakistan and abroad, and (vi) increased participation in TVET by women, informal workers, youth, migrant workers and other vulnerable groups, particularly those based in disadvantaged areas and affected by humanitarian and emergency situations		
	1.1.4(b). Number of governments (disaggregated by province) supported to develop gender- and disability-responsive policies and measures to strengthen TVET quality assurance systems (quality, access and equity)  (Linked to UNSDCF indicators 4.4.2 and 4.4.3)	International accreditation of 4 TVET institutions during the previous DWCP period	5 governments supported to develop gender- and disability-responsive policies and measures to strengthen TVET quality assurance systems	► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development  ► ILO project reports	
	1.1.4(c). Number of initiatives to support improved TVET governance, including through the engagement of the private sector and consultations with social partners	Zero baseline	At least 2 initiatives with social partners to strengthen the private sector’s engagement	► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development  ► ILO project reports	
	1.1.4(d). Number of governments supported to establish or enhance a system for gender- and disability-responsive skills needs anticipation in consultation with social partners (UNSDCF indicator 4.4.1)	Zero baseline	At least 4 provincial governments supported to establish a gender- and disability-responsive skills needs anticipation system, in consultation with social partners	► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development  ► ILO project reports	
	1.1.4(e). Number of gender- and disability-responsive policy and capacity development initiatives to expand and improve workplace learning opportunities, in consultation with social partners		At least 5 gender- and disability-responsive policy and capacity development initiatives introduced to expand and improve workplace learning opportunities in consultation with social partners, including through: (i) increasing the number of young women and men in apprenticeships, (ii) the expanded availability of the recognition of prior learning (RPL) assessment and certification	► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development  ► ILO project reports	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 1.1.5. Wage policies, including minimum wage policies,</b> are revised and applied to (i) extend coverage to currently excluded wage earners, (ii) ensure evidence-based minimum wage-setting systems, and (iii) address gender pay gaps.</p>	<p>1.1.5(a). Number of provincial governments supported to revise wage policies and regulations, including with respect to the minimum wage, in line with CEACR recommendations</p>	<ul style="list-style-type: none"> <li>► Under its Minimum Wages Act of 2015, Sindh extended the minimum wage to home-based workers. The province has also applied the minimum wage to cigarette-making, incense-making and the glass bangles industry</li> <li>► Punjab conducted a survey in 2022 on improving the position of domestic and home-based workers with respect to the minimum wage</li> <li>► As of 2021, Pakistan’s gender pay gap was 18 per cent</li> <li>► New Laws enacted by the provincial governments of Khyber Pakhtunkhwa, Sindh and Balochistan during the previous DWCP period require equal pay for work of equal value</li> <li>► Punjab’s Domestic and Home-Based Workers Survey conducted in 2021–22 covered the number of these workers, their wages, financial status, working conditions, working hours, facilities, skills and trades</li> </ul>	<p>At least 2 provincial governments supported to revise wage policies and regulations, including with respect to: (i) extending minimum wage coverage to all wage employees, including groups such as agricultural workers, domestic workers, home-based workers, and childcare workers, (ii) strengthening gender pay equity provisions and monitoring in line with Convention No. 100 and CEACR recommendations, (iii) extending coverage to all wage employees, including vulnerable groups such as agricultural, domestic and home-based workers in line with Convention No. 131</p>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	<p>1.1.5(b). Number of provincial minimum wage-setting systems supported to ensure evidence-based approaches free from gender bias, with full the engagement of employers’ and workers’ organizations, in line with Convention No. 131 and Recommendation No. 135</p>	<p>The minimum wage rate is reviewed and adjusted periodically by Pakistan’s provincial governments, but not on the grounds of an evidence-based approach</p>	<ul style="list-style-type: none"> <li>► At least 1 province supported to undertake evidence-based minimum wage-setting</li> <li>► Capacities developed of ILO social partners and other employers’ and workers’ organizations to effectively engage in minimum wage-setting dialogue in the province in question</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<b>Output 1.1.5 (continued)</b>	1.1.5(c). Number of sector-focused programmes to monitor and promote minimum wage compliance	An ILO study in 2017 showed that 50 per cent of workers in the garment, textile and footwear industry were paid less in 2014–15 than the statutory monthly minimum wage	At least 1 sector (the garment and textile sector) targeted for minimum wage monitoring and campaigns to promote compliance	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
<b>Output 1.1.6.</b> The collection, analysis and dissemination of <b>sex- and disability-disaggregated labour market data</b> is improved and expanded as a basis for employment policy development, skills anticipation, the design of technical and vocational education and training (TVET) and the delivery of public employment services.	1.1.6(a). Number of initiatives to increase the capacities of the Pakistan Bureau of Statistics (PBS) for the collection, analysis and use of sex- and disability-disaggregated labour market data to contribute to employment policy development, skills anticipation and TVET design	<ul style="list-style-type: none"> <li>► Important gaps exist in the availability of up-to-date and reliable sex-disaggregated labour market data for policy, programme and service design purposes</li> <li>► The annual Labour Force Survey conducted by the Pakistan Bureau of Statistics does not yet comply with the standards of the 19th and 20th International Conference of Labour Statisticians (ICLS)</li> <li>► Labour market information system (LMIS) are inactive and need to be strengthened – which may include assessments of existing administrative data – as an additional source to supplement the indicators of the traditional Labour Force Survey</li> </ul>	At least 5 gender- and disability-responsive initiatives are implemented to increase the relevant capacities of the Pakistan Bureau of Statistics. These include capacities to: (i) ensure that the annual Pakistan Labour Force Survey complies with the standards of the 19th and 20th International Conference of Labour Statisticians, (ii) encourage the bureau to consider expanding at least 1 Labour Force Survey in the period until 2027 by adding an additional module, such as the time-use survey module (also refer to 1.1.6(d)), (iii) encourage the bureau to consider establishing a Labour Market Information System, and (iv) update the Decent Work Country Profile with data from each new Labour Force Survey	<ul style="list-style-type: none"> <li>► Reports by the Pakistan Bureau of Statistics</li> <li>► ILO project reports</li> </ul>	
	1.1.6(b). Number of initiatives to strengthen the capacity of constituents for the collection, analysis and use of labour market information for policy development and engagement	Zero baseline	At least 3 initiatives to strengthen the capacity of constituents	ILO project reports	
	1.1.6(c). Number of provincial governments supported to collect and analyse data on macroeconomics and economic growth, with a view to exploring further growth and decent employment opportunities  (Adapted from UNSDCF indicator 4.1.1)	3 initiatives underway to this end within the UN Country Team (UNSDCF)	At least 1 provincial government supported to collect and analyse data on macroeconomics and economic growth	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 1.1.6 (continued)</b>	1.1.6(d). Number of analytical studies and measures conducted by governments, social partners and/or other stakeholders aimed at reducing inequalities and disparities  (Adapted from UNSDCF indicator 4.5.1)	Zero baseline	<ul style="list-style-type: none"> <li>► At least 2 studies completed, disseminated and acted upon through policy advocacy, and programme and activity design, to support the DWCP’s implementation</li> <li>► Inclusion of a time-use module in at least 1 Labour Force Survey</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

**DWCP Priority 2. Promoting social protection coverage for all.**

**Outcome 2.1. By 2027, improved gender- and disability-responsive federal and provincial policy, legal and strategic frameworks are in place and mutually aligned to progressively develop universal social protection in Pakistan, in line with ILO Recommendation No. 202 and Convention No. 102.**

*(Adapted from UNSDCF outcome 1.)*

**Aligned with SDG targets:**

- 1.3 (social protection for all)
- 5.1 (ending discrimination against women and girls)

**ILO Programme and Budget 2024–25 linkages:**

Primary:

- Outcome 5: Gender equality and equality of treatment and opportunities for all
- Outcome 7: Universal social protection

Secondary:

- Outcome 1: Strong, modernized normative action for social justice

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Outcome 2.1. (see outcome statement above)</b>	2.1.1. Number of improved gender and disability-responsive, and mutually aligned, federal and provincial policy, legal and strategic frameworks in place to progressively develop universal social protection, supported by social dialogue  (Linked to UNSDCF indicator 1.5.2)	<ul style="list-style-type: none"> <li>► Social protection policies for Khyber Pakhtunkhwa, Punjab, Azad Jammu and Kashmir, and Gilgit-Baltistan supported under the previous DWCP</li> <li>► Universal health programme in place (Sehat Sahulat Programme)</li> <li>► Punjab Domestic Workers Act, 2019, in place</li> <li>► Islamabad Capital Territory Domestic Workers Act, 2022, in place</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 improved gender- and disability-responsive, and mutually aligned, federal and provincial policy, legal and strategic frameworks are in place, supported by social dialogue, to progressively develop universal social protection</li> <li>► These include linkages to other key elements of the Decent Work Agenda, including minimum wage levels, the position of domestic workers, and the eradication of child labour</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by relevant federal and provincial ministries, departments and agencies</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► See the general assumption statements included below.</li> </ul>



Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 2.1.1.</b> Increased effectiveness and quality of existing social protection schemes.</p>	<p>2.1.1(a). Number of gender- and disability-responsive, and mutually-aligned initiatives, developed in consultation with social partners to increase the effectiveness and quality of existing social protection schemes</p>	<ul style="list-style-type: none"> <li>► Ehsaas programme (established in 2019), including the Mazdoor Ka Ehsaas component which focuses on informal workers (2020)</li> <li>► Universal health programme in place (Sehat Sahulat Programme)</li> <li>► Social Security Coordination Forum established (2 October 2020)</li> <li>► National Data Portal for Social Protection developed and operational, although with challenges due to infrequent reporting by line agencies</li> <li>► Social security pilot scheme for domestic workers underway in Punjab, with contributions notified by the Punjab Employees’ Social Security Institution (PESSI) against limited benefits, such as injury, maternity and sickness benefits and services</li> </ul>	<p>At least 5 gender- and disability-responsive and mutually-aligned initiatives are developed with social partners to strengthen: (i) implementation frameworks, (ii) planning and coordination, (iii) attention to developing options to review existing fiscal space</p>	<ul style="list-style-type: none"> <li>► Reports and notifications by relevant federal and provincial ministries, departments and agencies</li> <li>► ILO project reports</li> </ul>	
	<p>2.1.1(b). Number of gender- and disability-responsive initiatives to increase the awareness and capacities of key institutions and social partners</p>	<ul style="list-style-type: none"> <li>► 2 implementation agreements with constituents to create awareness through sensitization campaigns in Sindh and Khyber Pakhtunkhwa</li> <li>► The ILO conducted a gap assessment study of Convention No. 189 on domestic workers, and a dissemination event was organized</li> <li>► Training was delivered on Convention No. 183 on maternity protection in Punjab and Islamabad Capital Territory</li> <li>► Social media training for social partners is underway</li> </ul>	<p>At least 5 gender- and disability-responsive initiatives increase the awareness and capacities of key institutions and social partners</p>	<p>ILO project reports</p>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<p><b>Output 2.1.2.</b> Expanded, gender- and disability-responsive, equitable and sustainable <b>coverage by Pakistan’s social protection system</b> of excluded and vulnerable groups.</p>	<p>2.1.2(a). Number of governments (disaggregated by province) supported to develop and strengthen integrated policies and measures to expand gender- and disability-responsive, equitable and sustainable coverage by Pakistan’s social protection system of excluded and vulnerable groups</p>	<ul style="list-style-type: none"> <li>► A coverage campaign was conducted for social security institutions (the Employees’ Old-Age Benefits Institution, Employees’ Social Security Institutions, and the Workers’ Welfare Fund)</li> <li>► Ehsaas Emergency Cash Transfers were extended to informal economy workers</li> <li>► Coverage was extended for domestic workers, construction workers and brick kiln workers</li> <li>► Protection was extended for families and dependants of migrant workers</li> <li>► A survey of home-based and domestic workers is underway to (i) collect empirical evidence and look into the nature, magnitude of such work, and (ii) provide policy advice for the concerned government (Punjab) to take measures</li> <li>► Policy papers/advice on matters related to extending social security to domestic workers is underway (2023)</li> <li>► The Governments of Punjab and Khyber Pakhtunkhwa was supported to expand social protection coverage through piloting contributory social protection for domestic workers</li> <li>► An integrated management information system (MIS) in Khyber Pakhtunkhwa sought to provide comprehensive coverage in 2020–21</li> </ul>	<p>5 governments are supported to develop and strengthen integrated policies and measures to expand gender- and disability-responsive, equitable and sustainable coverage by Pakistan’s social protection system of excluded and vulnerable groups, including through: (i) expanding social security and health coverage in the context of the recovery from the COVID-19 pandemic, (ii) developing shock and crisis-responsive social protection policies, measures and frameworks, (iii) ensuring the coverage of women and men migrant workers through unilateral and bilateral measures, such as Memoranda of Understanding (MOUs) and bilateral social security agreements, (iv) prioritizing increased coverage of women, informal workers, youth, migrant workers, persons with disabilities and other vulnerable groups</p>	<ul style="list-style-type: none"> <li>► Reports by relevant federal and provincial ministries, departments and agencies</li> <li>► ILO project reports</li> </ul>	

**DWCP Priority 3. Strengthening the application of international labour standards (ILS), fundamental principles and rights at work (FPRW), and harmonious industrial relations, including through enhanced social dialogue.\***

<p><b>Outcome 3.1. By 2027, the Government of Pakistan and social partners have put in place an enhanced enabling environment to increase access to fundamental principles and rights at work, and labour rights.</b> <i>(Linked to UNSDCF outcomes 4 and 5.)</i></p> <p><b>Aligned with SDG targets:</b></p> <ul style="list-style-type: none"> <li>► 5.1 (ending discrimination against women and girls)</li> <li>► 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)</li> <li>► 8.7 (eradicate forced labour and end child labour in all forms)</li> <li>► 8.8 (labour rights and secure working environments for all, including migrant workers, especially women, and those in precarious employment)</li> </ul>		<p><b>ILO Programme and Budget 2045–25 linkages:</b></p> <p>Primary:</p> <ul style="list-style-type: none"> <li>► Outcome 1: Strong, modernized normative action for social justice</li> <li>► Outcome 2: Strong, representative and influential tripartite constituents and effective social dialogue</li> </ul> <p>Secondary:</p> <ul style="list-style-type: none"> <li>► Outcome 5: Gender equality and equality of treatment and opportunities for all</li> <li>► Outcome 8: Integrated policy and institutional responses for social justice through decent work</li> </ul>			
Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Outcome 3.1. (see outcome statement above)</b></p>	<p>3.1.1. Number of gender- and disability-responsive legislative, policy and system/capacity development initiatives supported to enable more Pakistani women, men and children to have access to labour rights and the fundamental principles and rights at work</p>	<ul style="list-style-type: none"> <li>► Pakistan has ratified 36 ILO Conventions ratified by Pakistan (30 are in force), including 8 of 10 Fundamental Conventions</li> <li>► Labour and related legislation has been promulgated in several provinces with varying degrees of compliance with international labour standards</li> <li>► There is only 1 labour inspector for every 118,172 informal and formal workers in Pakistan. The CEACR has called for an increase in the number of labour inspectors</li> <li>► The current backlog of cases in Pakistan’s labour court system is about 1.7 million</li> <li>► Alternative dispute resolution (ADR) is gaining more attention, with ADR laws adopted in Islamabad (2017), Punjab (2019) and Sindh (2018)</li> </ul>	<p>At least 10 gender and disability-responsive legislative, policy and system/capacity development initiatives are supported to enable more Pakistani women, men and children to have access to labour rights and the fundamental principles and rights at work</p>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Pakistan’s economy progresses with no major shocks from external factors (such as pandemics, natural disasters, geopolitical instability)</li> <li>► Governments at the federal and provincial levels remain committed, in partnership with the ILO’s social partners, to the ratification and improved implementation of further international labour standards, and invest the necessary policy attention and resources to (i) addressing concerns raised by the ILO’s international supervisory bodies, and (ii) improving reporting on the implementation of international labour standards</li> </ul>

\* The ILO’s five fundamental principles and rights at work are (1) freedom of association and the effective recognition of the right to collective bargaining, (2) the elimination of all forms of forced or compulsory labour, (3) the effective abolition of child labour, (4) the elimination of discrimination in respect of employment and occupation, and (5) a safe and healthy working environment.

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Outcome 3.1. (see outcome statement above)</b>	3.1.1 (continued)	<ul style="list-style-type: none"> <li>► 8.23 per cent of children between 10 and 14 years old are engaged in work in Pakistan (Labour Force Survey 2020–21)</li> <li>► Tripartite Consultative Committees (TCCs) exist at the provincial and federal levels</li> </ul>			<ul style="list-style-type: none"> <li>► Provincial labour and related legislation is increasingly made compliant with international labour standards, as well as with international environmental standards</li> </ul>
<b>Output 3.1.1. Increased ratification of, and strengthened reporting on, international labour standards</b> <i>(Linked to UNSDCF output 4.6.)</i>	3.1.1(a). Number of additional international labour standards ratified, supported by the development and application of a national strategy with the support of social partners**	Gaps assessment studies on 9 international labour standards have been completed to inform future ratification considerations	<ul style="list-style-type: none"> <li>► At least 2 Fundamental Conventions and at least 5 additional Technical Conventions are ratified</li> <li>► A multi-year national international labour standards' ratification strategy is developed and agreed among ILO constituents</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> <li>► ILO NORMLEX website</li> </ul>	<ul style="list-style-type: none"> <li>► Federal and provincial governments invest the necessary policy attention and resources to strengthening Pakistan's labour inspection and dispute resolution systems, in line with international labour standards, including with respect to alternative dispute resolution</li> </ul>

\*\* The following urgent ratifications are recommended by the ILO's Governing Body, based on (i) decisions of the Standards Review Mechanism Tripartite Working Group (SRM TWG) and Special Tripartite Committee (STC-MLC) and (ii) the rationale that they will enable Pakistan to avoid a gap in regulation after the abrogation of outdated Conventions ratified by Pakistan:

- The Occupational Safety and Health Convention, 1981 (No. 155), the Protocol of 2002 to the Occupational Safety and Health Convention, 1981, the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), the Occupational Health Services Convention, 1985 (No. 161) and the Safety and Health in Mines Convention, 1995 (No. 176) in place of the Underground Work (Women) Convention, 1935 (No. 45).
- The Private Employment Agencies Convention, 1997 (No. 181) in place of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96).
- The Social Security (Minimum Standards) Convention, 1952 (No. 102) (Part IV) or the Employment Injury Benefits Convention, 1964 (No. 121) in place of the Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18).
- The Maritime Labour Convention, 2006 (MLC, 2006) in place of the Seamen's Articles of Agreement Convention, 1926 (No. 22).

These four Conventions are currently in force in Pakistan but will be abrogated in a few years, as per the proposal of the ILO's Governing Body. Moreover, the Governing Body has proposed the following Conventions for ratification by Pakistan as a part of a targeted ratification campaign related to outdated Conventions already ratified by the country:

- The Indigenous and Tribal Peoples Convention, 1989 (No. 169), related to the outdated Indigenous and Tribal Populations Convention, 1957 (No. 107).
- The Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152), related to the outdated Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32).

The Governing Body also proposes the following to be considered for ratification by Pakistan as part of a general ratification campaign:

- Fundamental instruments: the Protocol of 2014 to the Forced Labour Convention, 1930 (which would also give momentum to the positive progress Pakistan is making towards addressing work that needs to be abolished, including forced labour and its manifestations), the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).
- Governance Conventions: the Labour Inspection (Agriculture) Convention, 1969 (No. 129) and the C.122 Employment Policy Convention, 1964 (No. 122).

The Governing Body further recommends that Pakistan consider ratifying the following up-to-date instruments as part of the general ratification campaign:

- The Protocol of 2002 to the Occupational Safety and Health Convention, 1981, the Asbestos Convention, 1986 (No. 162), the Safety and Health in Construction Convention, 1988 (No. 167), the Chemicals Convention, 1990 (No. 170) and the Prevention of Major Industrial Accidents Convention, 1993 (No. 174).
- The Labour Statistics Convention, 1985 (No. 160).
- The Employment Service Convention, 1948 (No. 88) and the Private Employment Agencies Convention, 1997 (No. 181).
- The Social Security (Minimum Standards) Convention, 1952 (No. 102) (Part II and II) and/or the Medical Care and Sickness Benefits Convention, 1969 (No. 130).

In order to improve Pakistan's ratification record – as it last ratified an ILO Convention in 2006 – the governing body also proposes that the Labour Statistics Convention, 1985 (No. 160) could be prioritized for early ratification, given that relevant ILO specialists have assessed Pakistan as compliant with this Convention.

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 3.1.1 (continued)</b>	3.1.1(b). Availability of effectively functioning ILS reporting coordination mechanism, with annual ILS reports submitted on time to ILO supervisory bodies	<ul style="list-style-type: none"> <li>► National ILS Reporting Committee and system established in 2022 and steps taken to address pending CEACR and CFA cases</li> <li>► 2022 ILS reports were submitted</li> </ul>	The National International Labour Standards Reporting Committee operates effectively, including by submitting timely and informative reports to the ILO's supervisory bodies	<ul style="list-style-type: none"> <li>► Reports by the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by the National International Labour Standards Reporting Committee</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Federal and provincial governments, ILO social partners, and other stakeholders are committed to investing the necessary policy attention and resources to implementing international and national commitments to eliminate (in particular) the worst forms of child labour, including child domestic labour, and forced labour</li> <li>► Federal and provincial governments and ILO social partners are committed to the effective functioning of tripartite and bipartite social dialogue mechanisms and processes, including collective bargaining, to support social and economic development</li> <li>► Stakeholders are committed to achieving gender equality and to empowering all women and girls, including women's full enjoyment of their fundamental rights</li> <li>► More and better quality data and statistics are available to promote and track progress on gender equality and women's empowerment with respect to the enjoyment of fundamental principles and rights at work and the implementation of international labour standards</li> </ul>
	3.1.1(c). Number of cases on which ILO supervisory bodies, or other international bodies, formally note progress in the implementation of international labour standards (UNSDCF indicator 4.6.3)	Zero baseline	Progress is noted in 5 cases (UNSDCF target 4.6.3)	Reports by the ILO's supervisory bodies (NORMLEX)	
	3.1.1(d). Number of international and domestic supply chains in Pakistan within which international labour standards are promoted, in line with the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration)	<ul style="list-style-type: none"> <li>► The ILO has established programmes in the cotton and leather sectors</li> <li>► The ILO's flagship Better Work programme – set up in Pakistan's garment and textile sector on a pilot basis in 2022 – will include the introduction of the Social and Labour Convergence Programme (SLCP) in Pakistan to decrease audit duplication, facilitate data-sharing across the industry, and promote compliance with national laws and international standards</li> </ul>	At least 3 international and domestic supply chains are targeted for the promotion of international labour standards, involving (i) support for employers' organizations to meet trade agreement and international brand requirements, and (ii) the promotion of corporate social responsibility (CSR), human rights due diligence (HRDD), and responsible business conduct (RBC)	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by ILO social partners</li> <li>► ILO project reports</li> </ul>	
	3.1.1(e). Number of initiatives supported with ILO constituents to promote and implement the National Action Plan on Business and Human Rights (NAP)	Pakistan's National Action Plan (NAP) on Business and Human Rights 2021–2026 has been adopted	At least 3 initiatives are undertaken to promote and implement the National Action Plan on Business and Human Rights	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by ILO social partners</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 3.1.2.</b> Increased capacities and effectiveness of national and provincial institutions and processes of <b>labour market governance</b> , including through labour law reforms	3.1.2(a). Number of governments (disaggregated by province) supported to develop and strengthen gender-responsive labour laws and rules in line with international labour standards and the recommendations of the ILO’s supervisory bodies	<ul style="list-style-type: none"> <li>► Balochistan was the first province to enact the customized package of labour legislation and rules, covering nine core areas</li> <li>► Legislative measures to advance formalization of the economy have been enacted in Khyber Pakhtunkhwa, Sindh and Balochistan</li> <li>► Pakistan’s provinces have enacted laws on home-based workers (Sindh, Khyber Pakhtunkhwa and Balochistan), domestic workers (Punjab) and agriculture workers (Sindh)</li> </ul>	<ul style="list-style-type: none"> <li>► 5 governments supported to work with social partners to develop and strengthen gender- and disability-responsive labour laws and rules, in line with international labour standards and the recommendations of the ILO’s supervisory bodies</li> <li>► All such labour laws and rules will (i) aim to increase inter-provincial/federal consistency and coherence, (ii) expand the coverage of the workforce, including informal workers – such as domestic, home-based, sanitation and cotton workers, (iii) ensure that all public and private sector workers, both formal and informal, are covered</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> <li>► Reports by the ILO’s supervisory bodies (NORMLEX)</li> </ul>	<ul style="list-style-type: none"> <li>► Adequate resources/funds from multiple sources continue to be available for programme implementation at both delivery and operational levels, including through the contributions (in-kind and financial) of the ILOs’ tripartite constituents</li> </ul>
	3.1.2(b). Number of gender- and disability-responsive policy, regulatory and capacity development initiatives implemented in collaboration with social partners to improve employer/worker contracting practices, in line with international labour standards	Current contracting practices frequently have deficiencies in terms of meeting international labour standards and provincial labour legislation standards	At least 2 gender- and disability-responsive policy, regulatory and capacity development initiatives are undertaken to improve employer/worker contracting practices, in line with international labour standards	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
<b>Output 3.1.3.</b> Enhanced application of, and compliance with, <b>international labour standards</b> , in line with recommendations of the ILO’s supervisory bodies through strengthened (i) labour inspection for improved compliance with labour legislation, and (ii) labour dispute resolution mechanisms and procedures	3.1.3(a). Number of governments (disaggregated by province) supported to develop and implement initiatives to increase the effectiveness and coverage of labour inspection services	<ul style="list-style-type: none"> <li>► Labour inspection guidelines and standard operating procedures (SOPs) have been developed</li> <li>► More than 500 labour inspectors were trained during previous DWCP period, including 450 trained on “Effective Labour Inspection, Wages and OSH”</li> <li>► Training material on Effective Labour Inspection, OSH and Accident Investigation was developed, adopted and/or implemented</li> <li>► Annual reports on labour inspection were produced in line with Convention No. 81</li> </ul>	<ul style="list-style-type: none"> <li>► At least 2 governments are supported at the provincial level to implement new labour inspection guidelines and SOPs</li> <li>► At least 3 provincial governments are supported to develop roadmaps for strategic labour inspection compliance, with implementation fully supported in at least 1 selected model province</li> <li>► Where relevant, initiatives will include (i) the digitalization of labour inspection systems and (ii) linking labour inspection systems with other</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<b>Output 3.1.3 (continued)</b>	3.1.3(a) (continued)	<ul style="list-style-type: none"> <li>► The Simplify Social Security Toolkit was developed</li> <li>► The ILO’s Better Work Programme was initiated in Pakistan, based on a Memorandum of Understanding (MOU) signed on 9 March 2022</li> <li>► Provincial Action Plans have been developed and endorsed to improve the labour inspection system</li> </ul>	<ul style="list-style-type: none"> <li>► departments like Customs and the National Database and Registration Authority (NADRA) for data verification and reliability</li> </ul> (Also refer to output 4.1 on occupational safety and health)		
	3.1.3(b). Number of initiatives to improve tripartite and bipartite mechanisms, capacities and processes at the enterprise and provincial levels for resolving labour disputes	Work/management enterprise improvement teams have been established in 26 enterprises	At least 5 initiatives are supported at the enterprise and provincial levels, including the provision of capacity development and technical support to tripartite Zonal Committees in Karachi’s industrial zones, to provide local solutions for labour-related complaints and disputes	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	3.1.3(c). Number of federal and provincial labour judiciary institutions supported to improve capacity and effectiveness at all levels	Zero baseline	<ul style="list-style-type: none"> <li>► At least 3 labour judiciary institutions are supported to improve capacity and effectiveness at all levels (the National Industrial Relations Commission (NIRC) and at least 2 provincial labour courts)</li> <li>► These will be supported by at least 2 initiatives implemented to increase social partners’ knowledge and understanding of judicial processes and procedures related to labour matters at the provincial and federal levels</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 3.1.4.</b> New and strengthened gender- and disability-responsive and harmonized policies, strategies and plans are in place to implement international and national commitments to eliminate (in particular) the <b>worst forms of child labour</b>, including child domestic labour, and <b>forced labour</b>.</p>	<p>3.1.4(a). Number of new and strengthened gender- and disability-responsive laws, policies and strategies adopted, harmonized between provinces, and applied to implement international and national commitments on child labour and forced labour  (This and the following indicators are linked to UNSDCF indicator 4.6.2)</p>	<p>During the previous DWCP period, the following results were achieved with the ILO’s support:</p> <ul style="list-style-type: none"> <li>► Sindh’s Department of Labour developed and notified Rules for the Sindh Bonded Labour Abolition Act</li> <li>► A Child Labour Policy was adopted in Khyber Pakhtunkhwa</li> <li>► A gaps analysis conducted on the Protocol of 2014 to the Forced Labour Convention, 1930, and a law on forced labour was adopted in Balochistan</li> <li>► A list of hazardous work was initiated in 2022 for children in Punjab, in line with Recommendation No. 190</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 new and strengthened gender- and disability-responsive laws policies, strategies and plans are adopted, harmonized between provinces, and applied to implement international and national commitments on child labour and forced labour</li> <li>► 3 provinces adopt harmonized social protection policies that contribute to ending forced and child labour</li> <li>► An updated list of hazardous work for children is produced in Sindh</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	<p>3.1.4(b). Number of coordinated provincial action plans to eliminate (i) all forms of child labour, and (ii) forced labour and trafficking, adopted and implemented</p>	<p>Provincial Labour Protection Frameworks have been drafted that are informed by the National Labour Protection Framework, which was adopted in 2019</p>	<p>At least 2 coordinated provincial action are plans adopted and implemented to address (i) all forms of child labour, and (ii) forced labour and trafficking</p>	<ul style="list-style-type: none"> <li>► Provincial action plans</li> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	<p>3.1.4(c). Number of initiatives to increase the capacities of tripartite constituents and other stakeholders at the federal, provincial and/or district levels to monitor and address child labour and forced labour issues</p>	<ul style="list-style-type: none"> <li>► The technical capacity of 120 inspection staff was enhanced on the implementation of the Sindh Bonded Labour Abolition Act, 2016, and the Sindh Prohibition of Employment of Children Bill, 2017</li> <li>► Capacity development support and orientation was provided in Punjab for the members of Provincial Vigilance Committees (PVCs) and 12 District Vigilance Committees (DVCs)</li> <li>► 29 District Vigilance Committees were notified in Sindh to monitor forced labour, including children’s engagement in forced labour at the grassroots level</li> </ul>	<p>At least 5 initiatives to increase capacities of tripartite constituents and other stakeholders at federal and/ or provincial levels, including to improve the effectiveness of District Vigilance Committee operations</p>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	



Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 3.1.4 (continued)</b>	3.1.4(c) (continued)	<ul style="list-style-type: none"> <li>► Advocacy was conducted on community-based monitoring and remedial mechanisms for child and forced labour in Sindh</li> <li>► 3,115 brick kiln workers were provided literacy education in the pilot district of Sialkot, Punjab</li> </ul>			
	3.1.4(d). Number of federal and /or provincial government institutions supported to improve the collection, analysis, dissemination and use of sex- and disability-disaggregated data on child labour and forced labour	<ul style="list-style-type: none"> <li>► Child Labour Surveys have been initiated in all provinces/ administrative territories</li> <li>► The report of Gilgit-Baltistan's Child Labour Survey was released in 2021, as was the report of Punjab's survey in 2022</li> </ul>	5 federal and/or provincial government institutions are supported to improve the collection, analysis, dissemination and use of sex- and disability-disaggregated data on child labour and forced labour, drawing on recently completed provincial Child Labour Surveys	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	3.1.4(e). Number of federal and provincial government institutions supported to increase inter-agency and cross-border cooperation to improve knowledge-sharing and advocacy with respect to child labour and forced labour	Zero baseline	2 federal and provincial government institutions supported to increase inter-agency and cross-border cooperation with respect to child labour and forced labour	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	3.1.4(f). Requirements met for Pakistan's registration as a Pathfinder Country under the Alliance 8.7 global partnership for eradicating forced labour, modern slavery, human trafficking and child labour around the world	Zero baseline	Pakistan acquires Pathfinder Country status under Alliance 8.7 as a result of the successful development and implementation of a roadmap to meet registration requirements	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
<b>Output 3.1.5.</b> Federal and provincial <b>tripartite and bipartite social dialogue mechanisms and processes</b> function effectively to support social and economic development, supported by increased constituent capacities.	3.1.5(a). Number of existing tripartite and bipartite mechanisms and processes at all levels reviewed in order to prioritize strategic areas for institutional and technical capacity development support	<ul style="list-style-type: none"> <li>► Tripartite Consultative Committees (TCCs) are operational, with different degrees of effectiveness, at the federal and provincial levels</li> <li>► A National Tripartite Labour Conference is in place but has been relatively inactive since its establishment</li> </ul>	<ul style="list-style-type: none"> <li>► At least 10 existing tripartite and bipartite mechanisms and processes are reviewed</li> <li>► A first tripartite review meeting is held in the first year of the DWCP's implementation</li> <li>► Recommendations are produced and an action plan developed for institutional and technical capacity development support</li> </ul>	<ul style="list-style-type: none"> <li>► Review report</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 3.1.5 (continued)</b></p>	<p>3.1.5(b). Number of tripartite mechanisms strengthened at the federal and provincial levels, including with respect to the implementation of international labour standards</p>	<ul style="list-style-type: none"> <li>► Tripartite Consultative Committees (TCCs) are operational, with different degrees of effectiveness, at the federal and provincial levels</li> <li>► A National Tripartite Labour Conference is in place but has been relatively inactive since its establishment</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 tripartite mechanisms are strengthened in terms of their effective functioning, including selected Tripartite Consultative Committees and Minimum Wage Boards</li> <li>► Tripartite Consultative Committees' work on international labour standards is strengthened as a priority focus</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> <li>► Records of meetings held</li> </ul>	
	<p>3.1.5(c). Number of initiatives to support the increased critical capacities of ILO social partners in key areas, including (i) effective engagement in social dialogue, (ii) collective bargaining, and (iii) gender mainstreaming</p>	<ul style="list-style-type: none"> <li>► There is an absence of joint cooperation plans. Therefore the new DWCP includes a commitment to the development of 5-year cooperation plans between the ILO Country Office and social partners to strengthen the strategic focus, sustainability and impact of capacity development support</li> <li>► The Federal Tripartite Consultative Council has a recurrent agenda item on promoting social and economic development, supported by increased constituent capacities</li> <li>► Several regional exchanges and awareness events have been organized to build the capacity of constituents on best practices in the region</li> </ul>	<p>At least 16 initiatives supported, including:</p> <ul style="list-style-type: none"> <li>► Capacity assessments of ILO social partners to inform longer-term ILO capacity support programmes</li> <li>► 5-year cooperation strategies developed with ILO social partners for capacity development support that will be reviewed and updated on an annual basis</li> <li>► At least 1 capacity development support initiative per year for (i) each social partner (i) and (ii) for informal workers' associations in areas including domestic, home-based, sanitation and cotton workers</li> <li>► Participation by representatives of Pakistani social partners in the ILO diploma programme on social dialogue</li> </ul>	<ul style="list-style-type: none"> <li>► Records and reports of ILO social partners</li> <li>► 5-year cooperation strategies with social partners</li> <li>► ILO project reports</li> </ul>	
	<p>3.1.5(d). Percentage of women participants in Federal and Provincial Tripartite Consultative Councils, including an increased number of women in leadership and decision-making roles within constituent institutional structures</p>	<p>Baseline data to be determined through a review to be conducted under 3.1.5(a)</p>	<ul style="list-style-type: none"> <li>► 20 per cent of Federal Tripartite Consultative Council meeting members are women</li> <li>► 35 per cent of leadership and decision-making roles within ILO constituent institutional structures are held by women</li> </ul>	<ul style="list-style-type: none"> <li>► Records of ILO social partners</li> <li>► Records of Federal and Provincial Tripartite Consultative Councils' meetings</li> </ul>	

**DWCP Priority 4. Promoting a world of work which is safe, healthy, gender- and disability-responsive, and free of violence and harassment.**

**Outcome 4.1. By 2027, the Government of Pakistan and social partners have adopted and implemented new or strengthened gender- and disability-responsive policies, laws and measures to improve occupational safety and health (OSH), and promote a violence and harassment-free world of work.**

**Aligned with SDG targets:**

- 5.1 (ending discrimination against women and girls)
- 5.2 (eliminating all forms of violence against all women and girls)
- 5.4 (recognizing and valuing unpaid care and domestic work, including through the provision of public services)
- 8.8 (labour rights and secure working environments for all, including migrant workers, especially women, and those in precarious employment)

**ILO Programme and Budget 2024–25 linkages:**

Primary:

- Outcome 6: Protection at work for all

Secondary:

- Outcome 1: Strong, modernized normative action for social justice
- Outcome 5: Gender equality and equality of treatment and opportunities for all
- Outcome 8: Integrated policy and institutional responses for social justice through decent work

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Outcome 4.1. (see outcome statement above)</b>	4.1.1. Number of governments (disaggregated by province) supported to develop and implement new or strengthened gender-responsive and inclusive policies, laws and measures to (i) improve OSH, (ii) promote gender-responsive workplaces, and (iii) eliminate violence and harassment in the world of work	<ul style="list-style-type: none"> <li>► OSH laws are in place in Khyber Pakhtunkhwa, Sindh, Punjab and Balochistan</li> <li>► To date, no province has systems in place for OSH recording, and the reporting of workplace accidents and the incidence of industrial disease</li> <li>► Provincial OSH Centres exist under the Departments of Labour</li> <li>► An OSH Council has been established in Sindh and the establishment of such councils is underway in Pakistan’s three other provinces</li> <li>► Pakistan supported the adoption of Convention No. 190 at the International Labour Conference in 2019 and the Asia and the Pacific Regional Meeting (APRM) in 2022</li> <li>► A draft National Emigration and Welfare Policy was developed</li> </ul>	5 governments develop and implement new or strengthened gender- and disability-responsive and inclusive policies, laws and measures in collaboration with ILO social partners to (i) improve OSH, (ii) promote gender-responsive workplaces, and (iii) eliminate violence and harassment in the world of work	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Pakistan’s economy progresses with no major shocks from external factors (such as pandemics, natural disasters or geopolitical instability)</li> <li>► Provincial governments and constituents are committed to investing the necessary resources and time into jointly addressing OSH policy, legal, regulatory, systems, implementation and enforcement gaps</li> <li>► ILO constituents are committed to advocating for, and supporting actions to advance, the elimination of violence and harassment in the world of work, including gender-based violence, including by promoting and advocating for Convention No. 190</li> </ul>

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<b>Output 4.1.1.</b> Improved gender- and disability-responsive provincial policies, laws, systems, programmes and capacities to address <b>OSH deficits</b> in the workplace	4.1.1(a). Number of provincial OSH programmes developed, harmonized across provinces, adopted and implemented	<ul style="list-style-type: none"> <li>► Current laws in place include: (i) the Khyber Pakhtunkhwa Occupational Safety and Health Act, 2022, (ii) the Sindh Occupational Safety and Health Act, 2017, (iii) the Punjab Occupational Safety and Health Act, 2019, and (iv) the Balochistan Occupational Safety and Health Act, 2022</li> <li>► The HealthWise initiative was piloted in 3 hospitals in 2022</li> <li>► An increased number of employers and workers were made aware of OSH issues and pertinent actions that could help to improve OSH conditions in workplaces</li> </ul>	<ul style="list-style-type: none"> <li>► 5 provincial OSH programmes are developed, harmonized across provinces, adopted and implemented</li> <li>► The following sectors prioritized for implementation: health care, sanitation, and garments and textiles</li> <li>► Complaints mechanisms for OSH violations, and for workplace violence and harassment, are established in the DWCP’s prioritized sectors</li> </ul> <p>(Also refer to output 3.1.1 on the ratification of international labour Conventions, including OSH Conventions No. 155 and No. 187)</p>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Governments at all levels, constituents and other relevant stakeholders are committed to ensuring that the rights of women and men migrant workers are realized during recruitment, transition to work abroad, in destination countries, and upon their return</li> <li>► National and provincial policies to reduce inequalities and all forms of discrimination are made available and acted upon</li> <li>► Stakeholders are committed to achieving gender equality and to empowering all women and girls, including women’s full enjoyment of their fundamental rights</li> </ul>
	4.1.1(b). Number of provinces with improved and expanded systems for recording and reporting on workplace accidents and the incidence of occupational disease	Zero baseline	5 provinces have improved and expanded systems for OSH recording and reporting on workplace accidents and the incidence of industrial disease	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	
	4.1.1(c). Number of initiatives taken to increase government capacities to implement and monitor OSH policies, laws and regulations at the provincial level	<ul style="list-style-type: none"> <li>► Provincial OSH Centres exist under Departments of Labour</li> <li>► The Sindh Occupational Safety and Health Council has been established (the establishment of OSH Councils is underway in Pakistan’s three provinces as of January 2023)</li> </ul>	<p>At least 9 initiatives taken to increase government capacities to implement and monitor OSH policies, laws and regulations at the provincial level, including: (i) increased relevant capacities of 5 provincial OSH Centres, and (ii) at least 4 provincial OSH Councils established and functioning effectively, including with effective rules of business</p> <p>(Also refer to output 3.1.3 on increasing labour inspection outreach and capacities)</p>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 4.1.1 (continued)</b></p>	<p>4.1.1(d). Number of initiatives taken to increase social partners' capacities to support, establish and promote employer-worker OSH Committee activities in the workplace</p>	<ul style="list-style-type: none"> <li>► Training of trainers (TOT) underway on OSH in Sindh and Punjab (2022)</li> <li>► 26 enterprises have implemented SCORE and 146 enterprises have been trained on WISE for OSH improvement (as of 2022)</li> <li>► No enterprise OSH Committees have been formed with ILO support (as of 2022)</li> </ul>	<p>At least 2 initiatives taken: (i) TOT with social partners completed in at least 3 provinces, including Sindh and Punjab, and (ii) workplace OSH Committees established in at least 3 provinces</p>	<ul style="list-style-type: none"> <li>► Reports by social partners</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Adequate resources/ funds from multiple sources continue to be available for programme implementation at both the delivery and operational levels, including through the contributions (in-kind and financial) of the ILOs' tripartite constituents</li> </ul>
<p><b>Output 4.1.2. Reduced violence and harassment in the world of work</b> is achieved through promoting and facilitating (i) women's economic empowerment, (ii) increased women's representation and voice in the world of work, and (iii) strengthened awareness and relevant capacities of national and provincial institutions, employers' and workers' organizations and individual companies</p> <p><i>(Adapted from UNSDCF output 4.5.)</i></p>	<p>4.1.2(a). Number of initiatives to increase the awareness and capacities of (i) national and provincial institutions, and (ii) ILO constituents to promote and implement Conventions No. 100, No. 111 and No. 190, as well as domestic gender equality and anti-harassment laws</p>	<ul style="list-style-type: none"> <li>► A study was conducted with the Employers' Federation of Pakistan in Karachi on gender equality policies in the workplace (2022)</li> <li>► Pakistan has ratified Conventions No. 100 and No. 111 and supported the adoption of Convention No. 190 at the International Labour Conference in 2019 and Asia and the Pacific Regional Meeting in 2022. The Singapore Statement highlights the commitment of Member States towards Convention No. 190</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 capacity development initiatives each are implemented for (i) government institutions, and (ii) ILO constituents to promote and implement Conventions No. 100, No. 111 and No. 190, and domestic gender equality and anti-harassment laws</li> <li>► This involves the prioritization of: (i) the rights and safety of garment and textile sector workers, domestic workers, home-based workers, sanitation workers and women migrant workers, (ii) the integration of the promotion and implementation of Conventions No. 100, No. 111 and No. 190, and domestic gender equality and anti-harassment laws in the design and plans of all ILO programmes and projects, (iii) conducting a gap assessment of Convention No. 190 followed by consultative workshops and advocacy on its ratification, and (iv) measures to ensure safe transportation for women to and from work</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	<ul style="list-style-type: none"> <li>► Adequate resources/ funds from multiple sources continue to be available for programme implementation at both the delivery and operational levels, including through the contributions (in-kind and financial) of the ILOs' tripartite constituents</li> </ul>

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
<p><b>Output 4.1.2 (continued)</b></p>	<p>4.1.2(b). Number of initiatives at the federal and/or provincial level to increase constituents’ awareness and capacities to implement existing policies, laws and measures to promote the rights and safety of women and men with disabilities in the workplace</p>	<ul style="list-style-type: none"> <li>► A <a href="#">National Action Plan</a> (2006) is in place</li> <li>► Sindh’s Disabilities Act has been in place since 2018</li> <li>► Employment quotas exist</li> <li>► A number of measures have been taken to protect the workplace rights and safety of persons with disabilities (including access to workplaces and training)</li> <li>► The Employers’ Federation of Pakistan launched the Pakistan Business and Disability Network (PBDN) on 15 December 2022</li> </ul>	<ul style="list-style-type: none"> <li>► At least 3 initiatives at the federal and/or provincial level are taken to increase constituents’ awareness and capacities to implement existing policies, laws and measures to promote the rights and safety of women and men with disabilities in the workplace</li> <li>► The rights and safety of persons with disabilities are mainstreamed into the design and implementation of all programmes and projects</li> </ul>	<p>ILO project reports</p>	
<p><b>Output 4.1.3.</b> Strengthened gender- and disability-responsive policies and programmes provide for <b>safe and violence-free working conditions for migrant workers</b> through fair recruitment, safe and orderly migration, and socio-economic reintegration.</p>	<p>4.1.3(a). Number of gender- and disability-responsive policies and programmes adopted and implemented that provide for safe and violence-free working conditions for women and men migrant workers, and for the reintegration of migrant workers upon their return <i>(Adapted from UNSDCF indicator 4.2.6)</i></p>	<ul style="list-style-type: none"> <li>► A draft National Emigration and Welfare Policy has been developed which covers labour emigration and recruitment, the welfare of overseas migrants, and their return and reintegration</li> <li>► The awareness of thousands of prospective migrant workers has been raised on fair recruitment, safe migration and their rights during the previous DWCP period through a range of awareness raising activities, training of trainer sessions, and the production and dissemination of knowledge products in partnership with the Pakistan Workers’ Federation, 2 CSOs and media counterparts</li> </ul>	<p>At least 2 gender- and disability-responsive policies and programmes are adopted and implemented, as follows: (i) 1 national policy (the National Emigration and Welfare Policy) is finalized and adopted, (ii) at least 1 programme is strengthened to promote safe and violence-free working conditions for migrant workers through fair recruitment, safe and orderly migration, and socio-economic reintegration</p>	<ul style="list-style-type: none"> <li>► Reports by the Bureau of Emigration and Overseas Employment (BE&amp;OE) and the Overseas Employment Corporation (OEC)</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements (derived from the UNSDCF and adapted to prioritize decent work dimensions)
<p><b>Output 4.1.3 (continued)</b></p>	<p>4.1.3(b). Number of initiatives with constituents and other stakeholders to increase awareness, capacities and collaboration to protect the labour rights and safety of women and men migrant workers, including in the context of climate mobility</p> <p>(Also refer to output 1.1.2(c))</p>	<ul style="list-style-type: none"> <li>► The Government of Pakistan has reviewed recruitment channels and private overseas employment promoters' performance, in order to advance fair recruitment and regular labour migration</li> <li>► ILO studies were developed on women's labour migration from Pakistan, recruitment agencies' business practices and intermediaries' role in the foreign employment industry in Pakistan, and a gender assessment of skills development and overseas employment opportunities</li> <li>► Policy consultations held with relevant stakeholders, including recruitment agencies, recommended gender-responsive recruitment for foreign employment</li> <li>► The ILO supported the technical capacity strengthening of the Pakistan Workers' Federation and the establishment of 35 resource centres in 30 districts to deliver awareness raising, guidance and referral services to aspiring migrant workers and their families on fair and regular labour migration</li> <li>► The ILO supported capacity building for Briefing Officers of Protectorate of Emigrants' Offices, overseas employment corporations and facilitation centres set up by the NAVTTC on</li> </ul>	<ul style="list-style-type: none"> <li>► At least 5 initiatives are undertaken with constituents and other stakeholders to increase awareness, capacities and collaboration to protect the labour rights and safety of women and men migrant workers, including in the context of climate mobility</li> <li>► Such initiatives include (i) training for ILO social partners and other stakeholders to strengthen their relevant capacities, (ii) the sensitization of Overseas Employment Promoters (OEPs) on fair, ethical and gender-responsive recruitment, using the ILO's general principles, operational guidelines and code of conduct, (iii) collaboration with the Federal Investigation Agency (FIA) and the Bureau of Emigration and Overseas Employment to identify and address malpractice, and cases of forced labour and irregular labour migration, (iv) ongoing collaboration with the Government/the Ministry of Overseas Pakistanis and Human Resource Development (Bureau of Emigration and Overseas Employment, and the Overseas Employment Corporation) to (a) review recruitment channels, practices and the engagement of the Private Employment Promoters' Association (POEPA), (b) explore how</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by the Bureau of Emigration and Overseas Employment (BE&amp;OE) and the Overseas Employment Corporation (OEC)</li> <li>► ILO project reports</li> </ul>	

Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
Output 4.1.3 (continued)	4.1.3(b) (continued)	pre-departure orientation services  ► Pakistani diaspora in Italy was engaged in initiatives to promote decent work in Pakistan	trade agreements and bilateral labour agreements/MOUs with host governments can be used to leverage and promote fair recruitment practices, and (c) engage with social partners, Community Welfare Attaches and representatives of the business community to raise awareness on the rights of women and men migrant workers, (v) technical support for 2 facilitation centres (housed in TVET institutes in Karachi) to establish 2 resource centres and provide capacity building for designated staff on fair and regular labour migration		
	4.1.3(c). Number of gender- and disability-responsive initiatives to identify skills in high demand in destination countries, to promote the recognition of skills and qualifications, and to provide relevant training in line with labour market requirements	Zero baseline	► At least 3 initiatives undertaken to identify skills in high demand in destination countries, promote skills recognition, and provide training in line with labour market requirements, paying particular attention to gender and disability inclusion dimensions  ► These initiatives are supported by the establishment and effective functioning of a skills passport system in collaboration with the National Vocational and Technical Training Commission (NAVTTTC) to ensure that outgoing women and men migrant workers can negotiate better working conditions and have their experience and skills officially recorded when they return to Pakistan	► Reports by the Ministry of Overseas Pakistanis and Human Resource Development  ► Reports by the National Vocational and Technical Training Commission  ► ILO project reports	



Results	Performance indicators (disaggregated)	Baseline (year)	Target (end of programme)	Source/means of verification	Assumption statements <i>(derived from the UNSDCF and adapted to prioritize decent work dimensions)</i>
Output 4.1.3 (continued)	4.1.3(d). Number of Migrant Resource Centres (MRCs) and associated services functioning effectively to meet the information, service and protection requirements of outgoing and/or returning women and men workers	<ul style="list-style-type: none"> <li>► Migration Resource Centres have been established in two locations and are independent in terms of their operations</li> <li>► Community change agents have been identified to replicate Migration Resource Centres' services and increase outreach</li> <li>► Collaboration has been undertaken with ILO social partners to use their networks as extension services for Migration Resource Centres</li> </ul>	<ul style="list-style-type: none"> <li>► At least 3 Migration Resource Centres and associated services are functioning effectively</li> <li>► Effective engagement of workers' organizations and networks to reach outgoing and/or returning women and men migrant workers</li> </ul>	<ul style="list-style-type: none"> <li>► Reports by the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► Reports by workers' organizations</li> <li>► ILO project reports</li> </ul>	
	4.1.3(e). Number of gender- and disability-responsive policy and/or programme initiatives to increase resilience and promote access to decent work among Afghan refugees in Pakistan	<ul style="list-style-type: none"> <li>► Zero baseline</li> <li>► As of December 2021, Pakistan hosted over 1.4 million Afghan refugees who hold Proof of Registration (PoR) Cards</li> </ul>	At least 2 gender- and disability-responsive policy and/or programme initiatives are undertaken to increase resilience and promote access to decent work among Afghan refugees in Pakistan	<ul style="list-style-type: none"> <li>► Reports by Departments of Labour and the Ministry of Overseas Pakistanis and Human Resource Development</li> <li>► ILO project reports</li> </ul>	

## ► Annex 2. Consultations conducted to inform the DWCP's development

Date	Consultation/stakeholders
<b>Tripartite consultations – national and provincial</b>	
3 February 2022	Balochistan
13 January 2022	Islamabad Capital Territory
17 December 2021	Lahore, Punjab
3–4 August 2021	Karachi, Sindh
31 August–1 September 2022	National tripartite consultation, Karachi

<b>Consultations with staff at the ILO Country Office in Pakistan and the Decent Work Team (DWT) in Delhi, India</b>	
August 2022	Meeting with Abid Naiz Khan (T4DW project)
	Meeting with Ijaz Ahmed (Inditex project)
	Meeting with Khemphone Phaokhamkeo (Project Manager, ILES project)
	Meeting with Caroline Bates (Better Work Pakistan)
	Group call with Mahandra Naidoo, Kawakami Tsuyoshi and Ravindra Peiris (ILO DWT, Delhi) on labour administration, social dialogue, and occupational safety and health OSH
	Group call with Mariko Ouchi and Insaf Nizam (ILO DWT, Delhi) on social protection and child labour
	Group call with Kelvin Sergeant, Gabriel Bordado and Thomas Stenstrom (ILO DWT, Delhi) on employment, skills development, labour migration and enterprise development
	Group call with Aya Matsuura and Kelvin Sergeant (ILO DWT, Delhi) on gender and enterprises
	Group call with Mahandra Naidoo, Elena Gerasimova and Aya Matsuura (ILO DWT, New Delhi) on international labour standards, labour market governance, labour administration, social dialogue and gender
<b>Consultations with key UN agencies on joint programmes and synergies with the ILO</b>	
August 2022	Meeting with Jawad Ali Khan (Programme Manager, UN Habitat)
	Meeting with Knut Ostby (UNDP Resident Representative in Pakistan) and Omar Shah (Policy Analyst, UNDP)
	Meeting with Peter Holtsberg (Head of Programmes, WFP)
	Meeting with Fareeha Ummar (Women's Economic Empowerment and Livelihoods Officer, UN Women) and Huma Gull (Programme Officer, UN Women)
	Meeting with Muhammad Hammad Bashir Saeed (Technical Project Expert, UNIDO) and Dr Saira Ahmed (National Consultant, UNIDO)
	Meeting with Farrah Ilyas (Child Protection Specialist, UNICEF)
September 2022	Meeting with Amin Malik (Monitoring and Evaluation Specialist, FAO)
	Meeting with Muhammad Riaz (Livelihoods Officer, UNHCR)
	Meeting with Manzoor Khaliq and Negro Federico (ILO Coordination Support Unit, Peace & Resilience (CSPR), DEV INVEST Branch, Employment Policy Department)
October 2022	Meeting with Mahandra Naidoo (SD Specialist, ILO DWT New Delhi) and Tomas Stenstrom (Employment Intensive Investment Programmes Specialist, ILO DWT Delhi)
November 2022	Meeting with Anoop Satpathy (Wage Specialist, ILO DWT, Colombo, Sri Lanka)
February 2023	Consolidated feedback from the UN Country Team Outcome Groups

## ► Annex 3. Pakistan’s ratification of international labour Conventions

Details are available in the ILO NORMALEX database,

[http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200\\_COUNTRY\\_ID:103500](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:103500)

Fundamental Conventions	Date	Status
C029 – Forced Labour Convention, 1930 (No. 29)	23 December 1957	In Force
C087 – Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)	14 February 1951	In Force
C098 – Right to Organize and Collective Bargaining Convention, 1949 (No. 98)	26 May 1952	In Force
C100 – Equal Remuneration Convention, 1951 (No. 100)	11 October 2001	In Force
C105 – Abolition of Forced Labour Convention, 1957 (No. 105)	15 February 1960	In Force
C111 – Discrimination (Employment and Occupation) Convention, 1958 (No. 111)	24 January 1961	In Force
C138 – Minimum Age Convention, 1973 (No. 138) Minimum age specified: 14 years	06 July 2006	In Force
C182 – Worst Forms of Child Labour Convention, 1999 (No. 182)	11 October 2001	In Force





Governance priority Conventions	Date	Status
C081 – Labour Inspection Convention, 1947 (No. 81)	10 October 1953	In Force
C144 – Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	25 October 1994	In Force

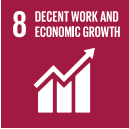


Technical Conventions	Date	Status	Note
C001 – Hours of Work (Industry) Convention, 1919 (No. 1)	14 July 1921	In Force	
C004 – Night Work (Women) Convention, 1919 (No. 4)	14 July 1921	Not in force	Abrogated Convention by decision of the International Labour Conference at its 106th Session (2017)
C006 – Night Work of Young Persons (Industry) Convention, 1919 (No. 6)	14 July 1921	In Force	
C011 – Right of Association (Agriculture) Convention, 1921 (No. 11)	11 May 1923	In Force	
C014 – Weekly Rest (Industry) Convention, 1921 (No. 14)	11 May 1923	In Force	

Technical Conventions	Date	Status	Note
C015 – Minimum Age (Trimmers and Stokers) Convention, 1921 (No. 15)	20 November 1922	Not in force	Abrogated Convention by decision of the International Labour Conference at its 106th Session (2017)
C016 – Medical Examination of Young Persons (Sea) Convention, 1921 (No. 16)	20 November 1922	Not in force	Abrogated Convention by decision of the International Labour Conference at its 109th Session (2021)
C018 – Workmen’s Compensation (Occupational Diseases) Convention, 1925 (No. 18)	30 September 1927	In Force	
C019 – Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)	30 September 1927	In Force	
C021 – Inspection of Emigrants Convention, 1926 (No. 21)	14 January 1928	Not in force	Abrogated Convention by decision of the International Labour Conference at its 107th Session (2018)
C022 – Seamen’s Articles of Agreement Convention, 1926 (No. 22)	31 October 1932	In Force	
C027 – Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)	07 September 1931	In Force	
C032 – Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32)	10 February 1947	In Force	

Technical Conventions	Date	Status	Note
C041 – Night Work (Women) Convention (Revised), 1934 (No. 41)	22 November 1935	Not in force	Abrogated Convention by decision of the International Labour Conference at its 106th Session (2017)
C045 – Underground Work (Women) Convention, 1935 (No. 45)	25 March 1938	In Force	
C059 – Minimum Age (Industry) Convention (Revised), 1937 (No. 59)	26 May 1955	Not in force	Automatic denunciation on 6 July 2007 by Convention No. 138
C080 – Final Articles Revision Convention, 1946 (No. 80)	25 March 1948	In Force	
C089 – Night Work (Women) Convention (Revised), 1948 (No. 89)	14 February 1951	In Force	
C090 – Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90)	14 February 1951	In Force	
C096 – Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96)	26 May 1952	In Force	
Pakistan has accepted the provisions of Part II			
C106 – Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106)	15 February 1960	In Force	
The Government of Pakistan has declared that the Convention also applies to persons employed in the establishments specified in Article 3, paragraph 1(c)			
C107 – Indigenous and Tribal Populations Convention, 1957 (No. 107)	15 February 1960	In Force	
C116 – Final Articles Revision Convention, 1961 (No. 116)	17 November 1967	In Force	
C118 – Equality of Treatment (Social Security) Convention, 1962 (No. 118)	27 March 1969	In Force	
Pakistan has accepted Branches (c) and (g)			
C159 – Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)	25 October 1994	In Force	
C185 – Seafarers' Identity Documents Convention (Revised), 2003, as amended (No. 185)	21 December 2006	In Force	
Amendments of 2016 to the Annexes of the Convention No. 185	08 June 2017	In Force	

## ► Annex 4. SDG targets and indicators relevant to the Decent Work Agenda

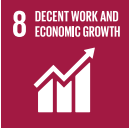



SDG	SDG target	SDG indicator
 <p>1 NO POVERTY</p>	1.3. Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	1.3.1. Proportion of population covered by social protection floors/ systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, new-borns, work-injury victims and the poor and the vulnerable
 <p>4 QUALITY EDUCATION</p>	4.3. By 2030 ensure equal access for all women and men to affordable quality technical, vocational, and tertiary education, including university	4.3.1. Participation rate of youths and adults in formal and non-formal education and training in the previous 12 months, by sex
	4.4. By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs, and entrepreneurship	4.4.1. Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill
 <p>5 GENDER EQUALITY</p>	5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate	5.4.1. Proportion of time spent on unpaid domestic and care work, by sex, age and location
	5.5. Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life	5.5.2. Proportion of women in managerial positions
 <p>8 DECENT WORK AND ECONOMIC GROWTH</p>	8.2. Achieve higher levels of productivity of economies through diversification, technological upgrading and innovation, including through a focus on high value added and labour-intensive sectors	8.2.1. Annual growth rate of real GDP per employed person
	8.3. Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity, and innovation, and encourage formalization and growth of micro-, small- and medium-sized enterprises including through access to financial services	8.3.1. Proportion of informal employment in total employment, by sector and sex

SDG	SDG target	SDG indicator
	<p>8.5. By 2030 achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p>	<p>8.5.1. Average hourly earnings of female and male employees, by occupation, age and persons with disabilities</p>
		<p>8.5.2. Unemployment rate, by sex, age and persons with disabilities</p>
	<p>8.6. By 2020 substantially reduce the proportion of youth not in employment, education, or training</p>	<p>8.6.1. Proportion of youth (aged 15–24 years) not in education, employment, or training</p>
	<p>8.7. Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms</p>	<p>8.7.1. Proportion and number of children aged 5–17 years engaged in child labour, by sex and age</p>
	<p>8.8. Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment</p>	<p>8.8.1. Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status</p> <p>8.8.2. Level of national compliance with labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status</p> <p>8.b.1. Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy</p>
	<p>9.2. Promote inclusive and sustainable industrialization and, by 2030, significantly raise industry’s share of employment and gross domestic product, in line with national circumstances, and double its share in least developed countries</p>	<p>9.2.2. Manufacturing employment as a proportion of total employment</p>
	<p>10.4. Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality</p>	<p>10.4.1. Labour share of GDP, comprising wages and social protection transfers</p>
	<p>10.7. Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies</p>	<p>10.7.1. Recruitment cost borne by employee as a proportion of monthly income earned in country of destination</p>

## ► Annex 5. SDG decent work indicators of which the ILO is custodian, or has shared responsibility

SDG	SDG indicator	Custodian agencies
	1.1.1. Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)	<ul style="list-style-type: none"> <li>► Convening agency: World Bank</li> <li>► Participating agency: ILO</li> </ul>
	1.3.1. Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, new-borns, work-injury victims and the poor and the vulnerable	<ul style="list-style-type: none"> <li>► Convening agency: ILO</li> <li>► Participating agency: World Bank</li> </ul>
	1.a.2. Proportion of total government spending on essential services (education, health and social protection)	<ul style="list-style-type: none"> <li>► ILO</li> <li>► UNESCO-UIS</li> <li>► WHO</li> <li>► (under discussion)</li> </ul>
	4.3.1. Participation rate of youths and adults in formal and non-formal education and training in the previous 12 months, by sex	<ul style="list-style-type: none"> <li>► Convening agency: UNESCO-UIS</li> <li>► Participating agencies: OECD, Eurostat, ILO</li> </ul>
	5.5.2. Proportion of women in managerial positions	<ul style="list-style-type: none"> <li>► Convening agency: ILO</li> </ul>
	8.2.1. Annual growth rate of real GDP per employed person	<ul style="list-style-type: none"> <li>Convening agency: ILO</li> <li>Participating agencies: World Bank and UNSD</li> </ul>
	8.3.1. Proportion of informal employment in total employment, by sector and sex	Convening agency: ILO
	8.5.1. Average hourly earnings of female and male employees, by occupation, age and persons with disabilities	Convening agency: ILO
	8.5.2. Unemployment rate, by sex, age and persons with disabilities	Convening agency: ILO
	8.6.1. Proportion of youth (aged 15–24 years) not in education, employment, or training	Convening agency: ILO
	8.7.1. Proportion and number of children aged 5–17 years engaged in child labour, by sex and age	Convening agencies: ILO and UNICEF
	8.8.1. Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status	Convening agency: ILO



SDG	SDG indicator	Custodian agencies
	8.8.2. Level of national compliance with labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status	Convening agency: ILO
	8.b.1. Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy	Convening agency: ILO Participating agencies: World Bank and OECD
	9.2.2. Manufacturing employment as a proportion of total employment	Convening agency: UNIDO
	10.4.1. Labour share of GDP	Convening agency: ILO Participating agency: IMF
	10.7.1. Recruitment cost borne by employee as a proportion of monthly income earned in country of destination	Convening agencies: ILO and World Bank
	16.10.1. Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months	Convening agency: OHCHR Participating agencies: ILO and UNESCO-UIS

## ► Annex 6. Development cooperation projects which will carry through to the DWCP 2023–27

Project title	Thematic area(s)	Amount (US\$)	Source of funds	Immediate objectives	From	To
Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain	Fundamental principles and rights at work	574,355	INDITEX	The project aims to improve respect for fundamental principles and rights at work for a sustainable cotton supply	Aug 2017	Feb 23
Promoting Rights and Social Inclusion through Organization and Formalization (PRS)	Informal economy, social protection	375,000	Ministry of Health, Labour and Welfare, Government of Japan	The project seeks to contribute to the creation of a future of work where all workers, particularly those in vulnerable situations, are recognized, protected and enjoy decent work. Its overall priority is to mitigate COVID-19's negative impacts, particularly for workers and economic units in vulnerable situations.	Mar 21	Dec 23
Extended International Labour and Environmental Standards Application in Pakistan's SMEs (ILES)	International labour standards, occupational safety and health, working conditions, sustainable enterprises (cotton and leather sectors)	13,004,484	European Union (the budget includes ILO contributions and the allocation to the World Wildlife Fund (WWF) as a sub-awardee)	The specific objective of this project is the promotion and implementation of, and compliance with, international labour and environmental standards through the implementation, application and enforcement of national legislation and standards by the public and private sectors in Pakistan.	Oct 16	Sep 24
Promotion of decent work opportunities for the economic empowerment of vulnerable segments of society	Child labour, enterprise development, social protection, business development	1,639,344	Government of Italy	The project addresses (i) child labour in brick kilns (through business approach), (ii) social protection, and (iii) engaging the Pakistani diaspora in Italy in aid of decent work.	Jan 19	Feb 23
Eliminating child labour and forced labour in the cotton, textile and garment value chains: An integrated approach (CLEAR COTTON)	Protection against unacceptable forms of work	1,298,970	European Union	The initiative works to strengthen and enhance the capacity of target countries to eradicate child labour and forced labour in garment value chains.	2018	Feb 23

Project title	Thematic area(s)	Amount (US\$)	Source of funds	Immediate objectives	From	To
Asia Regional Child Labour Project <i>(Implemented in six countries: Afghanistan, Bangladesh, India, Myanmar, Nepal and Pakistan)</i>	Protection against unacceptable forms of work	1,039,199	Foreign and Commonwealth Development Office, Government of the United Kingdom (formerly the Department for International Development)	The project aims to eliminate child labour, with a view to achieving SDG 8.7.	2019	Sep 23
Better Work Programme	International labour standards	5,800,000	Department of Foreign Affairs and Trade, Government of Australia European Commission Export Development Fund Pakistan	The programme seeks to improve enterprises' compliance with labour laws and, in turn, with international labour standards in the ready-made garment sector, and to support exports.	Jul 21	Mar 25
Governance of Labour Migration in South and South-East Asia (GOALS) <i>(Implemented in Afghanistan, Bangladesh, Cambodia, India, Nepal, the Philippines, Sri Lanka, Thailand, Viet Nam, China, Indonesia and Pakistan)</i>	Social protection, labour migration	25,000	Swiss Agency for Development and Cooperation (SDC)	The project aims to foster fair and ethical recruitment practices through strengthened labour migration governance and improved policies on the recognition of skills and qualifications.  <i>(Note: The funding amount is only for one activity – the National Skills Passport. The overall workplan for project activities and allocations is under review.)</i>	Sep 21	Jul 23
Expanding Social Protection to Domestic Workers in Pakistan	Social protection	415,200	Regular Budget Supplementary Account (RBSA)/ ILO core funds	The project aims to develop sustainable and gender-responsive models to extend social security coverage and benefits to domestic workers in Punjab – and later to those in Islamabad Capital Territory – which will contribute to the increased formalization of domestic work.	Sep 21	May 23

## ► Annex 7. International labour standards relevant to the DWCP’s outcomes

Relevant Conventions that Pakistan has ratified	Relevant Conventions that Pakistan has yet to ratify*
<b>DWCP Outcome 1 on employment and skills**</b>	
<p><b>Fundamental</b></p> <ul style="list-style-type: none"> <li>► Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</li> </ul> <p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96)</li> <li>► Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)</li> </ul>	<p><b>Governance</b></p> <ul style="list-style-type: none"> <li>► Employment Policy Convention, 1964 (No. 122)</li> </ul> <p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Employment Service Convention, 1948 (No. 88)</li> <li>► Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152) (in place of Convention No. 32)</li> <li>► Labour Statistics Convention, 1985 (No. 160)</li> <li>► Indigenous and Tribal Peoples Convention, 1989 (No. 169) (in place of Convention No. 107)</li> <li>► Part-Time Work Convention, 1994 (No. 175)</li> <li>► Private Employment Agencies Convention, 1997 (No. 181) (in place of Convention No. 96)</li> <li>► Domestic Workers Convention, 2011 (No. 189)</li> <li>► Maritime Labour Convention, 2006 (in place of Convention No. 22)</li> </ul>
<b>DWCP Outcome 2 on social protection</b>	
<p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Workmen’s Compensation (Occupational Diseases) Convention, 1925 (No. 18)</li> <li>► Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)</li> <li>► Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32)</li> <li>► Equality of Treatment (Social Security) Convention, 1962 (No. 118)</li> </ul>	<p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Social Security (Minimum Standards) Convention, 1952 (No. 102) (in place of Convention No. 18)</li> <li>► Employment Injury Benefits Convention, 1964 (No. 121)</li> <li>► Medical Care and Sickness Benefits Convention, 1969 (No. 130)</li> <li>► Maternity Protection Convention, 2000 (No. 183)</li> </ul>

\* Based on the (1) DW4SD Resource platform linkages of thematic areas to international labour standards, and (2) the ILO NORMLEX database’s list of instruments by subject and status.

\*\* Based on labour standards on skills and employability.

Relevant Conventions that Pakistan has ratified	Relevant Conventions that Pakistan has yet to ratify*
<b>DWCP Outcome 3 on fundamental principles and rights at work</b>	
<p><b>Fundamental</b></p> <ul style="list-style-type: none"> <li>► Forced Labour Convention, 1930 (No. 29)</li> <li>► Minimum Age Convention, 1973 (No. 138)</li> <li>► Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87)</li> <li>► Right to Organize and Collective Bargaining Convention, 1949 (No. 98)</li> <li>► Equal Remuneration Convention, 1951 (No. 100)</li> <li>► Abolition of Forced Labour Convention, 1957 (No. 105)</li> <li>► Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</li> <li>► Worst Forms of Child Labour Convention, 1999 (No. 182)</li> </ul> <p><b>Governance</b></p> <ul style="list-style-type: none"> <li>► Labour Inspection Convention, 1947 (No. 81)</li> <li>► Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)</li> </ul>	<p><b>Fundamental</b></p> <ul style="list-style-type: none"> <li>► Protocol of 2014 to the Forced Labour Convention, 1930</li> <li>► Occupational Safety and Health Convention, 1981 (No. 155)</li> <li>► Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)</li> </ul> <p><b>Governance</b></p> <ul style="list-style-type: none"> <li>► Labour Inspection (Agriculture) Convention, 1969 (No. 129)</li> <li>► Employment Policy Convention, 1964 (No. 122)</li> </ul>

Relevant Conventions that Pakistan has ratified	Relevant Conventions that Pakistan has yet to ratify*
<b>DWCP Outcome 4 on occupational safety and health, and the elimination of violence and harassment</b>	
<p><b>Fundamental</b></p> <ul style="list-style-type: none"> <li>► Equal Remuneration Convention, 1951 (No. 100)</li> <li>► Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</li> </ul> <p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)</li> <li>► Underground Work (Women) Convention, 1935 (No. 45)</li> </ul>	<p><b>Fundamental</b></p> <ul style="list-style-type: none"> <li>► Occupational Safety and Health Convention, 1981 (No. 155)</li> <li>► Protocol of 2002 to the Occupational Safety and Health Convention, 1981</li> <li>► Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)</li> </ul> <p><b>Technical</b></p> <ul style="list-style-type: none"> <li>► Safety and Health in Mines Convention, 1995 (No. 176) in place of the Underground Work (Women) Convention, 1935 (No. 45)</li> <li>► Occupational Health Services Convention, 1985 (No. 161)</li> <li>► Asbestos Convention, 1986 (No. 162)</li> <li>► Safety and Health in Construction Convention, 1988 (No. 167)</li> <li>► Chemicals Convention, 1990 (No. 170)</li> <li>► Prevention of Major Industrial Accidents Convention, 1993 (No. 174)</li> <li>► Safety and Health in Mines Convention, 1995 (No. 176)</li> <li>► Violence and Harassment Convention, 2019 (No. 190)</li> </ul>



► *Advancing social justice, promoting decent work*

The International Labour Organization is the United Nations agency for the world of work. We bring together governments, employers and workers to drive a human-centred approach to the future of work through employment creation, rights at work, social protection and social dialogue.

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